

## **Grass-Roots Community Governance Mode Research: Based on the Case of Tiansheng Street Community in Chongqing**

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### **Abstract**

*with the accelerating of urbanization process, how to choose the actual community governance mode has become an important social problem. This paper analyzes the current situation of Tiansheng street community Beibei district Chongqing city by the case analysis method. combining with the the current status, the paper research the governance mode of Tiansheng street community. it reveals the Tiansheng street community problems existing in the current management, and based on the causes of these problems, finally puts forward the countermeasures of these problems and implementation way in order to explore a new suitable for grass-roots community governance mode.*

**Keywords:** grass-roots community governance; Tiansheng street community; community governance mode

### **Introduction**

At present, in the face of profound changes of social structure, social organization form and the concept of social value in our country, from central to local advocates improving the scientific level of society management<sup>(Chen,2010)</sup>. Grassroots community as the forefront of promoting social harmony and stability, is the tie of contacting with the masses, the service window of the society, and even also the foundation of social management. We can say that the grassroots social management is closely related to the realization of the people's happiness. We must base on the grass-roots, updating concept of social management, integration of resources at the grass-roots level, innovation the system of social management, and construction of the new pattern of social management at the grass-roots level. The community governance in our country, is the exploration and practice of the basic social services management innovation. The third plenary session of the eighteenth proposed the requirement of "self-management, self-service, self education and self supervision according to the law in the promoting of the masses participated in the urban and rural community governance, grassroots public affairs and public welfare undertakings". That is to say, we should to promote the establishment of urban and rural community governance coordination mechanism, to promote the urban and rural community governance system, to strengthen urban and rural community governance pilot experiment<sup>(Tang,2010)</sup>. Chongqing as a more developed regions in the western area, how to draw lessons from the domestic and foreign city community governance model, and to establish the suitable grass-roots community governance mode in the city, has important practical significance for the harmonious development and urbanization of Chongqing and even the entire western regions and for the implementation of all the requirements in the third plenary session of eighteenth.

## ***1. The Basic Concept and the Importance of Grass-Roots Community Governance***

Grass-roots community refers to the regional life community constituted of a certain number of residents. Grass-roots community governance is the activities within the scope of a certain region, organized by the government and the community autonomy organizations, injected by non-profit capital, and co-managed by jurisdiction unit and community residents, so as to promote the sustainable development of community. The importance for the grassroots community governance is first benefit for adjusting and integrating the conflicts and interests in the community through community norms. The development of the community is a complex dynamic system, community interaction of each element in the process must have certain constraints and community specification. All sorts of conflicts of interests also must have institutionalized channels for relief, otherwise it will cause the social public order in the community, and affects the production and living of community<sup>(Chen,2009)</sup>. The second is conducive to foster the subject consciousness and ability for democratic autonomy of community members, to improve the level of community management. Community management is people-oriented management, and the autonomy is the basic trend. Community members begin with the participation in community management, sharing the management responsibility and the construction results. The third is conducive to maintain social stability, and to promote the development of the community. In community management work, the deals that is about the interests of the residents, all submit to residents to discuss and decide, so as the residents can participate in management. That not only can meet the needs of the community residents material and cultural life, and can also mobilize the enthusiasm of the residents participate in community management and community construction. The fourth is conducive to deepening the reform of socialism<sup>(Li,2010)</sup>. Community management helps to reduce or eliminate the social structure and social interest adjustment and inevitably bring social life aspects of certain disorders in the process of the reform to improve the endurance of the members of the community and reform.

## ***2. The Overview and Governance Present Situation of Tiansheng Street Community***

### **2.1 The Overview of Tiansheng Street Community**

Tiansheng street was founded in 1954, it is the city center of beibei district, and also is the economic and cultural center of beibei. Its vast area is 7.3 square kilometers, jurisdiction population is 130000 with nine community. There is more than 100 social units such as southwest university and quad group. Streets departments affiliated party organizations have 52, the management party members have 1510. Street organs are equipped with the party office, government economic office, urban management office, community construction office, social affairs office, public security comprehensive administration office, social security service of labor and employment office, cultural service center. Among them, social security service of labor and employment office and cultural service center are the business units. Street has 24 administrative members. At the end of 2011, a total of on-the-job at 40 employees, retired staff of 27 people, community cadre of 112 people.

### **2.2 The Governance of Tiansheng Street Community Governance**

In recent years, Tiansheng street community, in accordance with the party construction ideas of "surrounding the development to grasp the party, and rasing the party construction to promoting development", firmly establish the basic consciousness of the party member cadre for closely contacting and servicing to the masses, creating a "three card" of "mood diary", "three love platform" and "the five sharing project rural of migrant workers" and other services for the people. The community vigorously promotes the characteristics of community construction, and puts forward the seven kind of model of "pioneering-orientation, green-orientation, co-building-orientation, democratic-orientation, peace-orientation, and service-oriented-orientation, learning-orientation". the community focus on the construction of community party organizations and community residents' committees organization, building a new community management system to develop community services and further perfecting the community function. At present, Tiansheng street has been initially formed the community party branch as the core, all party members as the main body, service to the masses as the key point<sup>(Wu,2009)</sup>. The new pattern of community party construction is built by the participation of area of each unit party organizations. Beibei Tiansheng street spares no effort to solve community governance three outstanding problems of "who, how and what" with the centralization of party construction based on the focus of community governance and service.

### 2.2.1 The Team Construction of Community, Striving to Solve the Problem of "Who to Cure"

To strengthen community construction is to carry out the inherent requirement of building a well-off society in an all-round way, and also is the inherent requirement of maintaining social stability, furthermore, it also play a role in the primary position in the construction of spiritual civilization. Firstly, Tiansheng street community is to build highly efficient cadres. In recent years, the street openly recruited 36 of college degree or above talents to enrich the community, more than 100 communities cadres participate in the employee training, that all improve the overall quality of cadres at the grass-roots level and social work ability. The second is the construction of public satisfaction of excellent party member. The street develops party members in veterans, "two new" organization cadre, the city outstanding staff in rural migrant workers, so as to strengthen the party's team<sup>(Jiang,2008)</sup>. According to the characteristics of living scattered of 190 party members in the street, the community explored the new way to set up mobile party members network education management relied on the media to strengthen contact such as the QQ. The community Seriously carried out "one of speaking, two of review, three of public", and selected the outstanding party members at all levels more than 2000 people, it has greatly inspired the enthusiasm to participate in social management of the party members. The Thirty is to foster active participation in volunteer service team. With the community service center as a platform, the establishment of a social work joint conference system and the extensive publicity for crowd, the community has set up 72 red crag party members to volunteer service as the backbone of all kinds of volunteer organization, 27 public service groups, 45 mass association, and the numbers participated in the service management of nearly 3000 people. Besides, there are 10 mass cultural teams and 70 cultural instructors. The masses culture life is very rich.

### 2.2.2 The Innovation of Work Method, Striving to Solve the Problem of "How to Cure"

Innovation work method is the age requirement of reform and opening up, and construction the socialist modernization with Chinese characteristics, and is also the basic requirement of self-improvement and self-development of community organization work under the new historical conditions<sup>(Chen,2009)</sup>. Firstly, the Tiansheng street community is to implement the "grid" of community organizations. Districts divided into 70 of "service net" and 500 of "table cell". The community cadres, party branch secretaries and civil polices co-manage the "net"; the directors of building, ordinary party members, inspectors both in white and night and the securities of units co-manage the "cell". All the building set up the party groups, and the service management team - building masses committee, constructed the organizational structure of "group + building committee", so as to realize the service management from the strip to the reticular structure. Secondly, the "information technology" of the pilot community service. The street invest 1 million yuan in the north community of southwestern university to focus on building the "digital" network community supported by information means and Internet technology, including five parts of the call center construction, assistive service platform construction, business into community construction, electronic convenient service station construction and dynamic surveillance of community affairs. Thirdly, promoting community management "institutionalized". Continuously exploring the community management system of multi-level and comprehensive, is to establish and perfect the "four mechanisms" of the "quaternary" management mechanism for special crowds, the third party mediation mechanism, examination mechanism into the community, the petition letter mechanism and visits mechanism, so as to vigorously promote the scientific, standardized community management for forming the norm.

### 2.2.3 The Optimization of Community Service, Striving to Solve the Problem of "What to Cure"

Optimization of community service is the requirement of building community harmonious atmosphere and a harmonious society, the way of increasing the degree of residents participation and democracy autonomy, and also the effective way of meeting residents demands and promoting services to the professional development. Firstly, The Tiansheng street collected public opinion suggestions more than 30000 community through the "mood diary". The street party and government leadership led into the community at the scene with "zero distance" and "face to face" to heed public opinion explain or promise the time limit to deal with civil's things. Prominent problems of the masses has been established an accounting for formulated the schedule, and feedback the results on a regular basis. Secondly, the community built the three "love" platform of benevolence Bank, the benevolence supermarket and benevolence medical to provide health care and life assistance for difficult people, and strive to realize the community poverty alleviation work with regulation and socialization, and to guarantee that all the difficulties of the masses<sup>(Cheng,2005)</sup>.

At the same time, the community solved the practical difficulties of poverty population and promoted the harmony and stability of jurisdiction by strengthening the care of jurisdiction difficult group, setting up the sinking and "funds, buying the insurance for old age,, building the "long-term support mechanism for poor students and left-behind children".

### **3. The Problems Analysis of Tiansheng Street Community Governance**

In conclusion, we can see that Tiansheng street community governance has made phased achievements. However, there are still many problems to be further solved, mainly manifested in the following aspects:

#### **3.1 The Insufficient Consciousness of Community Participation**

Community participation is an important indicator of community building, the involvement of the community residents directly decides the success or failure of the community construction, and community residents is the subject power and the motivation for construction. only the widely active participation of residents in community construction and management, can gradually cultivate the sense of belonging, identity, responsibility and basic modern community consciousness, and thus can more effectively use the various resources to actively push forward community faster and better in improving the community autonomy ability. However, the main force of the residents participation in public affairs of the Tiansheng street community is mainly about the street community cadres, retired cadres, laid-off workers of party, and soldiers party members, the young and middle-aged as the backbone of community residents, their participation rate is not high, and the participation consciousness is still weak wit the lack of the enthusiasm of participation in community affairs; At the same time, the community residents of community participation in limited range, is given priority to with non-political participation, but seldom from the political participation.

#### **3.2 The Serious Dominated Tradition of Community**

The unclear functions between community and street cause the serious administrative color of community management organizations at the grass-roots level. The action and the role that ought to be of the community is decided by its own nature and legal status. The one hundred and eleventh regulation of "Constitution of the People's Republic of China" is that: " the residents committees and the rural committees established in the residential area of urban and rural residents are the autonomous mass organizations at the grass-roots level." The residents' committees of the People's Republic of China" stipulated in article 2: "the residents committee is the autonomous mass organizations at the grass-roots level residents of self management, self education, self service." The above terms clearly shows that the residents committee is city autonomous mass organizations at the grass-roots level, it is not a government agency or subsidiary of the government, or not a for-profit business organization, and even nor specialized institutions. It is just one of many social organizations. However, in the community governance, reality role of community residents committee is looked as the subordinate functional department of street and government. Street will transfer a lot of trivial administrative affairs to the residents' committees. resident's committees have been actually become really implement departments at all levels of government and party committee work. Community security administration tendency mainly displays in: (1) the functions of resident's committees are Administrative; (2) the committee members are public accountability; (3) the ways of work are organized; (4) the operating mechanisms are bureaucratic; (5) the community project are achievement, etc.

The sources of community security administration are that: (1) due to long-term planned economic system under the bondage of traditional economic system, committee members, community residents consciously or unconsciously influenced by traditional management mode, and still looked the community residents' committees as agencies which responsible for the government. Most of the time of residents' committees' work spent on "assist" the the government departments, and became a "leg" of the government. (2) the community autonomy failed to synchronize with the transformation of the government functions. Government function transformation lag behind the needs of the development of community autonomy organization. (3) the related laws and regulations of the residents' committees is not sound. The autonomous nature of community residents' committees localized by "The Residents'Committee Organization Law is not enough clear. The law identified that the community residents' committees are the grass-roots autonomous organizations of residents for self management, self education, self service, but not to clear its corporate property in law, and it is still not convenient to residents' committees to carry out autonomous activities.

### 3.3 The Developmental Delay of Non-Profit Organizations

The concept of non-profit organization is originally found in the national tax law in America. It refers to all the social organizations except for the government departments and for-profit companies, including non-government organization, citizens of voluntary community, civil society, interest group, etc.. No matter what kind of salutation, it takes the purpose of serving for the public with non-profit. Non-profit organizations developed into the mainstream of "social" in the 20th century, made an organic part of high activeness and large scale of the whole world of pluralistic society, promoting the construction of community become an important social force in the development and progress<sup>(Li,2010)</sup>.

Nonprofit organizations have the characteristics of nongovernmental, non-profit, autonomy, organization and voluntary, etc. These characteristics determine that they have small size with flexible and competition adapted, they have strong sense of social responsibility, more easy to closely contact with the service object, and the advantages of flexible reaction to the demands of the service object. This makes them play an irreplaceable role in the field that government and market is invalid or ineffective, and in a professional field of community residents' committees and other fields, such as community service, public welfare undertakings. Thus, non-profit organizations in the community have a broad and deep foundation, a large number of community service and community public affairs undertaken by the non-profit organizations will help to reduce cost, to improve the efficiency of the supply of public goods, to maximize meet the diversified demand of community residents, to limit the power of government, and to implement the formation of "small government, big society" pattern.

## 4. The Pathway of Tiansheng Street Community Governance Model

### 4.1 Improving the Community Participation Rate

Residents' participation is the usage of rights and obligations of citizen within a particular community. The subject qualification of community residents is determined by the scope of the community, which makes residents have the rights and obligations in the form of a collective. The essence of residents' participation is the process of sharing rights and obligations. Therefore, the civil subject consciousness and the residents responsibility formed by the residents who have the qualification of living in the community become the basis of the residents participate in community governance, otherwise, there is no residents participation in the true sense. The vitality of community governance lies in the residents' support and participation, the degree of residents to participate in community public affairs directly affects the quality and the operation of the community governance.

To improve the community participation rate should be mainly from the following several aspects: (1) The government should transform functions and delegate more powers, transforming from "omnipotent-oriented government" to "limited-oriented government", "instruction-oriented government" to "service-oriented government", so as to make the community residents really feel that they are the master of the community, and to better playing the enthusiasm and initiative of their governance community. (2) It is important to develop the community sense of community. The way of community residents participated in community affairs under the traditional system is mainly the administrative mobilization. Too much emphasis on external forces is likely to cause the dependency and anaclisis of the community residents, and not actively participate in community governance, which affects the sustainable development of community governance. All affairs related to the community residents, community residents have the right to participate with an actual way, so as to motivate and arouse the enthusiasm and creativity of community residents, and the community governance can have the health road of "endogenous development". So we should develop the community consciousness of community residents, and strengthen the participation consciousness and community's sense of belonging for community members. (3) the rational allocation of resources of providing the necessary resources for community participation. Due to the lack of public financial resources, community organizations are not able to form the effective ability to deal with public affairs, and residents are not interested in participating in community affairs. Further, community residents can also have nothing to cure. To mobilize the community funds in diversified means, therefore, is an important guarantee to attract residents to participation. The first is to increase government investment to solve difficult community funds shortage. The second is fully integrated all state organs, public organizations, units, enterprises and institutions in the community to maximize the implementation of sharing the community resources, so as to achieve the best configuration. The third is to motivate the active interaction and effective integration of the system community organizations by the way of innovation.

## 4.2 Promoting the Pluralistic Governance

Community governance requires the co-sharing of community organizations, community residents and government organizations for community construction and management responsibility. responsible governments and residents with a sense of responsibility have the same important position in the community governance, which means that the traditional community management mode organized by the government as the main body and the administration as the basic characteristics must be institutional changed. In the urban community governance model, to construct the multiple-cooperated community governance mode of governments, community residents' committees, community residents, and nonprofit organizations is necessary<sup>(Pan,2009)</sup>.

The multiple - cooperation organization management mode is independent from the government, community residents and non-profit organizations. It is the autonomous management on the basis of collaboration of relevant interests parties. Cooperation should be in accordance with the principle of "Each performs its own functions". scientific and reasonable definition of functions and tasks for community governance parts, straightening out the relationship, giving full play to their enthusiasm, establishing a benign interaction of mutual cooperation, mutual support, mutual coordination are indispensable. This is manifested in: (1) the roles and functions of government in community governance should be reset. The government's responsibility and role consciousness are enhanced with constantly adjusting work content, work method and management system, and gradually transforming to the service-oriented government of strong accountability, transparency, effective management and sensitive response. (2) we should strengthen the lateral communication and coordination among departments or organizations and cultivate the responsibility consciousness, democratic consciousness and democratic consultation of the government and community governance bodies , so as to reduce the management cost, and the good governance could be approached by the community governance. (3) the integration of community resources, refers to the integration of government administrative resources and the social folk resources, giving full play to the advantage of the government's administrative and social folk resources, and greatly decreasing the cost of community governance. The governance theory is that in the new social governance structure, the role of the government as the initial governance, should be regarded as ' elders in the peers' to undertake the guidance responsibility and the responsibility of the established code of conduct. But it does not have the highest absolute authority.

## 4.3 Playing the Role of Non-Profit Organizations

Non-profit organizations in the community have extensive and profound foundation. community development and community service have bright prospects for the non-profit organizations. We should introduce the nonprofit organizations to the community construction and let them to undertake a large number of community service and community public affairs. Based on the characteristics of the nonprofit organization and its operation mechanism, the main duty of non-profit organizations in community construction are to provide a variety of community services for community residents required, and to undertake community public affairs and public welfare undertakings. Therefore, we must scientifically define the functions and responsibilities of the non-profit organizations, so as to better service for the community governance.

(1) The lack of funds has been the important obstacle of the development of the nonprofit organizations. We should actively strive for the government support. In western countries, quite a number of fundings of the non-profit organizations come from the government. Such as in Britain, 40% of the nonprofit sector income comes from government funding. In Germany, nearly 70% of nonprofit organization income comes from the government. In France, 60% of the nonprofit sector income comes from the government. As the developing country, the development of non-profit organizations need more government financial support in China.

(2) We should speed up the formulation of relevant laws and regulations, at the same time, we should also make the necessary cleaning with the existing laws and regulations. The laws and regulations of prejudice for development of nonprofit organizations should be resolutely abolished. The laws and regulations of unreasonable or repetition for each other should be replaced or amended, so as to regulate the behavior of the non-profit organization for the healthy development of the institutional and legal protection.

## Conclusion

The status of the socialist market economy in our country has been established. It has promoted the rapid economic development and urban construction in our country with the rapid transformation of the urban system. however, it also has brought some problems to the urban grass-roots management system, construction of grassroots democracy and community autonomy.

At the same time, from the perspective of the actual situation in our country, along with our country economic system reform, citizen's self consciousness and participation consciousness began to awaken and ascend. The government-led community governance mode disadvantages highlighted increasingly, this will inevitably make the grass-roots community governance model into a community autonomy.

Grassroots community construction is a basic project of building a harmonious socialist society. Increasing the degree of autonomy is the key of the community governance. We should give full play to the subject position of community residents based on the guidance and moderate support of government to make the community self-help and mutual service actively. Community organizations, of course, should also be strengthened the guidance work of residents' autonomy in this process to ensure orderly and scientific community autonomy. Community autonomy emphasize on a good community service, thus, the construction of autonomy community should be focus on community residents and let them actively and widely participate in community service and community management, so as to increase the sense of community, to promote community integration, to enhance the majority of residents of the community identity and belonging, to maximize the enthusiasm of the residents, to guarantee the autonomy community service to the road of specialization, welfare, and to realize the value of community autonomy.

Grassroots communities as the cells and basic units of city, the fully autonomous governance pattern should be the goal pattern for our grassroots community management system reform. In recent years, the number of our country's community governance pilot is increasing in many cities. The success of the community governance model is increasing as well. However, China's current social autonomous organization is still in its early development stage of the grassroots community governance and it has a long way to go. the government and the whole society must unite as one, together to build a harmonious community, harmonious society, and to realize the all-round development of economy, society and people.

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