Research on Urban Community Governance Practice from the Perspective of Cooperative Governance: Take S District of Shenyang as an example

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Abstract: Community is the end of public service and governance system and the link between country and society. Community governance is the experimental field of multi-subject cooperative governance. With the gradual rise of social organizations, how to realize the grass-roots community governance of multi-governance has become a problem worth studying. This paper adopts the practical case of community government-society cooperation in S District, Starting from the establishment of community affairs access system, community party building pattern, social organization cultivation system, multiple governance carriers and other measures, Find out the problems in the practice process, analyze the surface causes and internal logic, and finally put forward four measures and suggestions, such as changing ideas, separating residence from station, system guarantee and professional norms, to provide reference for the formation of a benign interactive social governance pattern of multiple subjects.

Keywords: community governance, interaction, cooperative governance

1. Introduction: Community Cooperative Governance in China

The "Proposal" of the Fifth Plenary Session of the Eighteenth Central Committee of the Communist Party of China further puts forward "building a comprehensive social governance pattern of co-construction and sharing". Facing the new situation and new situation, at the critical moment of deepening reform, the 19 th National Congress of the Communist Party of China proposed that "the focus of social governance should move down to the grassroots level, give play to the role of social organization, and realize the benign interaction between government governance, social regulation and residents' autonomy." The Fourth Plenary Session of the 19th CPC Central Committee put forward "realizing the benign interaction between government governance, social regulation and residents' autonomy" to "consolidate the foundation of grassroots social governance". It can be predicted that the cooperative governance pattern of "interaction between government and society" will become an important connotation of community governance system. However, in reality, the grass-roots urban communities in China are faced with major challenges and problems, such as "idling" and overburdened administrative pressure of community self-governing organizations, insufficient enthusiasm of residents to participate, strong government-weak society structure, lack of vitality of community social organizations, and poor community publicity.

The emergence of cooperative governance is an indispensable part of China's public governance transformation after the reform in 1978, and its evolution and characteristics all reflect the overall road of China's transformation and reform [1]. According to Zhang Kangzhi, cooperative governance is based on mutual assistance and friendship, and the government, citizens and other subjects break the "top-down" policy-making paradigm of all-round government or expert consultation in the past [2]. Among many types of governance theories, cooperative governance ensures the democracy and publicity of policies as much as possible. Cooperative governance emphasizes the cooperation between the government and non-governmental organizations, which replaces the government's dominant management system. In the environment of equal subject status, cooperative governance jointly realizes the scientific and democratic supply of public policies.

In the cooperative governance structure, each subject does not constitute the relationship between leadership and being led, and each subject bears corresponding responsibilities while being autonomous, and will not be governed by other subjects. The government talks and negotiates with other equal subjects, formulates public policies by establishing perfect cooperative relations, and achieves win-win results.

The government plays a leading role in the process of cooperative governance [3].

Specifically, the governance path of cooperative governance has good applicability in community governance. Combined with the pain points and difficulties of current grassroots community governance, it is not difficult to find:

First, the diversification of subjects. With the complexity and diversification of grass-roots governance issues, the government is no longer an "all-round government", and the government often faces some difficult difficulties when dealing with some grass-roots governance issues. On the contrary, non-governmental organizations and other subjects have governance paths in today's fragmented society. At present, community social organizations, community residents and other groups have mastered a large number of governance resources in the atomized stranger society.

Second, the equality of power. The foundation of cooperative governance is the equal relationship between subjects. With the development of non-governmental organizations, social organizations and social citizens, the government usually guides social organizations and citizens to join the process of social governance. The interaction between government and society in community governance pays attention to that all participants in community governance have equal status in the process of cooperation, and conduct dialogue and consultation on the basis of equality.

Third, the networking of structure. In terms of governance subjects, the diversification of subjects leads to a full coverage of governance networks; In terms of governance content, in the initiative of cooperative governance, it is faced with the current situation that community governance is complicated, but it is carried out through equal dialogue and consultation, forming a governance network of pluralistic co-governance.

Therefore, in order to cope with the atomization and fragmentation of society, the concept of cooperative governance should be injected into community governance to deal with social grass-roots contradictions, which also has good applicability in China.

2. The case situation: the community governance practice of "interaction between government and society" in S District

2.1. The establishment of community affairs access system

First of all, "subtraction" is adopted in the formulation of the list of powers and responsibilities in Zone S. The first list is to sort out the powers and responsibilities of 111 communities in S District, and clarify the rights and responsibilities of the communities. The second list is the matters that community self-governing organizations should assist government functional departments in implementing. Community governance is the key cell of social governance, and government affairs cannot be completely separated from the community. If the community is isolated blindly, it means that it is out of touch with autonomous organizations, which are most familiar with the governance forces at the grass-roots level. Therefore, the administrative affairs of the government must intersect with the community, Through investigation, The community in Zone S should assist the government, The matters involved in government affairs have been sorted out, and the original 63 items have been reduced to 34 items, so that government departments' fees can change with things, people can move with things, the community can act as an auxiliary party, and the government can act as a leading party to handle administrative affairs, so that community self-governing organizations can return to their standard-"service" and give full play to the role of stabilizer and pressure reducing valve in grass-roots governance.

Secondly, community governance needs not only subtraction, More need "addition", In the whole region, Under the guidance of the principle of "convenience, rapidity, simplicity and high efficiency", This paper probes into what services the community should provide for residents, Through investigation, the community's service for the people has been increased, and the original 56 services have been increased to 97, so that the businesses that originally need to be handled by residents in a decentralized way can sink to the community closer to the social life community as much as possible, so that the community services can provide maximum convenience to the residents and make the community the main provider of public services.

2.2. Building a large party building pattern with one core and multiple elements

Community governance led by Party building is the integration of strengthening Party building and

innovating community governance in the new era, which share the same goal and purpose. [4] In the practice of interaction between government and society in community governance, S District has grasped a main line running through it. As the core of governance practice, it is community party building, which takes community party organization as the engine to drive the whole community governance ecology to carry out benign interaction. In the aspect of party building, S District takes the "1 + X" big party building work pattern as the center, builds nine types of ad hoc party branches, gives full play to the vanguard and exemplary role of party members as the two wings, consolidates the core role of party organizations in community governance, and relies on the efforts of party members and organizational cohesion to provide effective leadership and strong guarantee for the practice of interactive governance between community government and society.

Build a "1 + X" Party building work pattern.In the interaction between community government and society, S District deeply realized that the effective interaction of multiple subjects needs a leadership core as a powerful guarantee for the operation of the system, and the community party organizations should assume this responsibility. In the construction of party building pattern, the innovation of community party organizations in S District is deeply related to three characteristics, namely, socialization, networking and specialization, taking the identity of party members as the breakthrough point, leading more resources to community governance, integrating multiple opinions, forming joint efforts, and creating a community affairs participation pattern with concerted efforts.

First of all, in the "1 + X" organizational model, Community Party organizations are the "1" in the grass-roots governance area, The social organizations, functional departments and enterprise organizations closely related to residents' people's livelihood are "X". These departments or organizations arrange special personnel to contact community affairs. As a member of community party organizations, they attend party organization meetings related to topics, accept criticisms and suggestions from the masses, evaluate and score, etc., so that the governance capacity of grass-roots units can be improved more significantly and more needs can be covered.

Secondly, in addition to extending and broadening the construction of community party organizations horizontally, we should dig deep into the potential of community party building vertically and link the party branch with community grid governance. By dividing 111 communities into 429 social governance grids, Establish a Party branch with social Party members as secretaries in each grid, With party members as the core, a grid service team for party members is established, and a three-level party organization system of building party branch (group)-grid party branch-community party Committee is constructed, extending the vanguard and exemplary role of the party into the last mile of grass-roots governance and taking root among community residents.

At present, the special party branch of S District has been realized, with an average of 3.5 branches in each community, with a formation rate of 37%. There are more than 4,000 responsibility posts (districts) for party members, more than 500 volunteer organizations and more than 17,000 volunteers. A total of more than 1 million yuan worth of caring materials have been donated, more than 2,200 people in need have been rescued, 2,686 people have been provided with employment opportunities, and 3,459 neighborhood conflicts have been solved. The adoption rate of community public areas and facilities has reached 100%, and the satisfaction rate of the masses has reached 98.3%. In addition to the role of Party members, under the leading demonstration of Party members, more than 3,700 ordinary mass resources have joined the community volunteer service team.

2.3. Construct a social organization cultivation system

District S attaches great importance to the development and cultivation of community social organizations. In order to further enhance the participation and interaction of social organizations in community governance, under the guidance of relevant documents of the State Council, it takes the lead in establishing social organization service centers in street offices to cultivate, guide and develop community social organizations. In practice, the construction of community social organizations in S District mainly includes four main measures: perfecting the system-building a platform-financial support-evaluating and supervising, so as to build a social organization cultivation system.

(1) Improve the organization and management system

The management system of social organizations and social development cannot be separated, Social organizations themselves are new ideas and new paths brought about by social development after the reform and opening up. Under the state of the whole social environment, the development of social organizations is still not easy. It is conceivable that it is difficult to cultivate social organizations in today's

urban communities that are deeply mired in administrative difficulties and community difficulties [5]. Therefore, S District has found the key to solve the problem before cultivation-perfecting the management system. To a certain extent, the perfection of social organization management system is not only an innovation, but also a "remedial lesson" in an important link of community governance.

Figure 1: Management system of community social organizations in S district

S District has set up a full-time organization at the three organizational levels of district, street and community to manage the social organizations in the region in a unified way. For example, the S District Non-governmental Organization Management Office is set up in the district government departments, which is responsible for the unified management of the establishment, change and cancellation of social organizations such as social organizations, public welfare organizations and private non-enterprises in the whole district, and provides services for social organizations in the whole district as a full-time organization, providing all-round help for the development of social organizations.

(2) Constructing capital investment mechanism

Lack of funds is a common problem in grass-roots governance. In order to solve the new funding problems that may arise in the development of social organizations, S District has established a perfect capital investment mechanism to invest in social organizations in an orderly manner.

First of all, funded by the government budget, S District sets up a special fund of 1.5 million yuan to support the development of social organizations every year, and provides special assistance to social organizations with perfect organization, remarkable effect and high satisfaction of the masses. Secondly, supervise and audit the whole process of the use of funds. On the basis of the list of powers and responsibilities, we should actively explore methods such as transferring functions from the government to social organizations or purchasing social services by the government, and purchase social organization services through public bidding, special procurement, contract management and other procedures.

(3) Establish supervision and evaluation system

In order to establish a perfect supervision and evaluation system, Area S has created a social organization grade evaluation system for social organizations, Closely link the level of social organizations with the purchase of services and financial support, effectively supervise and urge the work of social organizations through grade evaluation, and give priority to providing opportunities and commending social organizations with high ranking and good service effects to undertake government service projects.

2.4. Create a governance carrier with multi-subject participation

The key to the interaction between government and society lies in the joint participation of multiple subjects, and the joint assistance of multiple subjects cannot be separated from a smooth governance carrier environment. In order to provide governance carriers, S District innovatively provides the society with a variety of governance channels and carriers, such as community deliberation and consultation committees and community affairs hearings.

(1) Consultative Committee

Community consultation and consultation committee is an organic governance component of Shenyang model. Under constant exploration, S District has established a set of effective working mechanism for community consultation and consultation meeting. Through the opinion collection mechanism, consultation and discussion mechanism and deliberation and decision-making mechanism, the functions of the consultation and deliberation committee will be opened, empowered, and the burden on grass-roots governance will be reduced.

Opinion collection mechanism. The Community Consultation and Deliberation Committee is responsible for organizing mass opinion collection meetings, collecting community affairs that residents care about and grass-roots contradictions that need to be solved urgently, including suggestions put forward by community residents on community services, etc. Based on this, the channels for community multi-subjects to participate are unblocked.

Consultation and discussion mechanism. After collecting public opinion, how to solve it is a key issue. Grass-roots self-governing organizations are regarded as "experimental fields of democracy", which is a kind of training for Chinese citizens' political participation literacy. Community governance depends not on neighborhood committees, nor on a few organizations, nor on so-called community elites, but on consultation and discussion. Therefore, the community consultation and discussion mechanism is an indispensable part of the deliberation. The consultation and deliberation committees of communities in S District are the leaders of community issues seminars, discussing community public welfare undertakings and public affairs that need to be solved, putting forward specific solutions, and providing reference suggestions for community party organizations.

Deliberation and decision-making mechanism. The Community Consultation and Deliberation Committee coordinates the deliberation and decision-making meeting, at which the community party organizations brew and consider the suggestions discussed by the Committee, thus forming a scientific and democratic community decision-making. At the same time, the community program formed in this way is more acceptable to community residents and supported by residents.

(2) Community Affairs Hearings

Under the guidance of the community, all major issues of the community and community affairs involving a wide range of interests will be decided by the community affairs hearing. Among the community renovation projects in Community B, the renovation project of old residential areas has become an annual key livelihood project driven by the residents' consultation and deliberation committee, and the livelihood project cannot be separated from the support of public opinion. In the process of scheme planning and reconstruction, B Community explores the form of community affairs hearings to solicit more residents' opinions, More than 20 "hearings on community renovation" have been launched successively, At the same time, community Party organizations paid attention to community affairs activists in the hearing, Through launching, the "Compulsory Supervision Team for Renovation of Old Residential Quarters" was organized in each campus under the jurisdiction of the community, and more than 300 suggestions were put forward on the construction quality, which contributed to the creation of a livable environment in the community. The same more open community affairs and the interests that are more suitable for their own needs make the community residents' awareness of participation higher. While doing a good job in general consultation, Community continuous positive experience, Optimize the negotiation process, According to six implementations, such as collecting questions-drafting topics-investigating topics-democratic consultation-publicizing results-supervising implementation, we should implement "who is responsible for implementing" and "who benefits and supervises", pay attention to implementation and promote results, formulate the system of regular visits by members of the deliberation and consultation meeting to the masses, and carefully sort out the difficulties that the masses urgently need to solve.

3. The governance problem: the internal logic that community cooperation is not easy

3.1. The boundary between the concept and practice of "all-round government" is vague

The old idea of "omnipotent government". Because China has adopted the planned economy system, the long-term image of "all-round government" has caused the whole society a political mentality of "meat eaters seek everything", and some government officials are unfamiliar with the concept of "limited government". Therefore, in community governance, some government personnel still regard the

community as a tentacle of the government in grass-roots governance. Although in the process of governance, the government "empowers" the community and makes the community have certain governance ability, the government and the community are still the poles in the whole national governance system, with the government living in the governance highland and the community being the subsidiary governance participants of the government. In many governance situations, government departments often ignore the community access system, follow the previous management role, and lead the development trend of the community. The disintegration of the unit system makes the society atomized and the community fragmented. In some difficult problems, compared with the community, the government can solve the grass-roots problems better. Therefore, under the influence of the old ideas, the government still plays a major role in community governance.

With the release of "Three Lists" and the implementation of "Community Affairs Access System", the burden of community administration in S District is gradually reduced and improved, the autonomy of the community is strengthened, and it is also more supported and trusted by community residents. However, the external pressure governance logic of the community is reduced, which does not make the community completely get out of the administrative governance problem. In the actual implementation process of community burden reduction and efficiency improvement, different consultative institutions and autonomous organizations are still facing the pressure of administrative affairs increased by governments at all levels. With the complexity and variability of governance issues and grass-roots environment, de-administration under institutional constraints often becomes a slogan that cannot be mentioned in the community.

Facing the requirements of higher-level government departments, according to the complex situation of grass-roots governance, if the community and government administration are strictly cut according to the system regulations, autonomy can be guaranteed to a certain extent, but it is not beneficial to the overall stability of grass-roots governance. From the perspective of overall stability, community organizations can't avoid the serious grass-roots problems raised by the government. In practice, communities in S District have participated in the movement of creating cities such as healthy cities and civilized cities. Compared with other autonomous work, creating cities once became the first choice of community work. Therefore, to a certain extent, the administrative burden of the community has not been really solved.

In practice, the boundary between government and community is vague. Although S District has established a series of access mechanisms for community affairs, in actual operation, there are still mutual "vacancy", "dislocation" and even "offside" between the government and the community. In the actual grass-roots governance, Many people regard the community as the spokesman of the government, Although this "misunderstanding" allows the community to receive more trust in carrying out its work, However, it also brings more troubles. People pass on the omnipotent requirements of the government to community self-governing organizations, and let the community bear too many responsibilities, which makes the community unable to cope. They have to pin their hopes on the blurring of the boundary between government and society, so that the autonomous function of the community is weakened in the end. Similarly, for a certain sports governance action initiated by higher authorities, the community and the government in a weak-strong relationship, as the weak party, do not have much room to change with the government. Based on the above-mentioned complex grass-roots governance situation, the community is often happy with the fuzzy boundary of powers and responsibilities, so that the strong government can solve the "troubles" for the weak community.

3.2. The authority of policy documents is not enough

At present, although the problem of community administration has attracted more and more attention, up to now, the authority of policies and regulations related to community governance is not strong, and policies that often appear as "opinions", "notices" and "programs" do not have the envisaged mandatory effect. Shangguan's opinions or oral orders will easily erode or even destroy the provisions of the community access system. In the document system of community governance, a large number of system constructions appear in the form of interim measures, guidelines and opinions, such as the Notice of Shenyang Neighborhood Committee on Establishing Three Lists, such as Account, and the Implementation Plan of Shenyang Community Access System. In addition to the documents at the local level in Shenyang, This is often the case with community governance burden reduction documents issued by the Ministry of Civil Affairs or other relevant institutions at a higher level, because in the implementation, the governance space of community autonomy is still squeezed by administrative forces, which leads to the inability of the community to completely reduce the burden, while government departments still impose administrative burdens on the community for convenience.

Table 1: Community Governance related documents of the Ministry of Civil Affairs

Number	Filename	Department	Category
1	Guide to Community Social Work Services	Ministry of Civil Affairs	Recommended industry standard
2	Interim Measures for Spot Check of Social Organizations	Ministry of Civil Affairs	Interim Measures
3	Notice on Further Carrying out Community Burden Reduction Work	Ministry of Civil Affairs	Notice

4. Summary and Suggestions

4.1. To change the concept of government and build a service-oriented government

Facing the era of increasingly diversified governance subjects, the government should change the concept of "all-round government", but take service-oriented government and limited government as the target. In the proposition of social governance, pluralistic governance is an inevitable choice in the era of cooperative governance. In the process of transforming to limited government, the government made it clear that the reasonable orientation of organization is supervision and service, and gradually transferred some functions to social organizations. Let community social organizations bear the administrative function that the government can withdraw from at the community level, and change the administrative burden of the community into the public welfare function of social organizations. Ideas will exert a subtle influence and change on the formulation of policies. Only by changing ideas can we formulate complete safeguard measures and provide reasonable development space for the development of community social organizations. Organizational development is a sustainable and long-term layout.

The government should pay attention to the development environment and policy sustainability on the basis of incubation base, and give "fish" to the development of social organizations in community governance. Make a long-term plan for the sustainable development of social organizations, The development of social organizations can be divided into different stages, Such as incubation stage, germination stage, preparation stage, maturity stage and sunset stage, Social organizations are classified according to their development, Adopt different support policies for social organizations at different stages, Try our best to adopt the method of "zero administrative intervention" for mature social organizations, If social organizations develop to the sunset stage, Government departments should enter the stage of judgment, Judge whether the business undertaken by the social organization is no longer needed, If its function has lost its practical significance, Then the government should guide the transformation or cancellation of the organization. If the social function is still needed by the society, which is caused by the chaotic management and insufficient resources of the organization, then the relevant government departments should rectify the organization and arrange the organization to incubate or re-cultivate in the embryonic stage. The government should construct a long-term organizational development plan for the development of community social organizations, so as to activate the power of social organizations in the interaction of community governance and make the organizational development sustainable.

4.2. The separation of residential stations, decomposition of autonomous administrative functions

The limitation of community itself determines that community autonomy is also limited, and complete autonomy with the complete withdrawal of state power as the core does not have realistic possibility. The direction of community autonomy should be to improve the governance ability on the basis of limited autonomy, and then improve the effectiveness of community autonomy. [6] In order to solve the administrative governance dilemma of grass-roots communities, S District can adopt the interactive organizational structure design of "separation of residence and station", and completely distinguish government work from residents' autonomy from three levels of institutions, personnel and functions, so as to promote the return of grass-roots autonomy of communities [7]. In fact, the community is an important meta-governance subject of the government in the grass-roots governance cells. To a certain extent, it is precisely because government functional departments often need a level, which can go deep into the grass-roots level and solve grass-roots governance problems in the grass-roots governance environment. Functionally, the community workstation, as a government agency, undertakes the administrative functions that the government needs to exercise in grass-roots governance, and these functions include: maintaining stability and comprehensive management, family planning and health,

civil affairs, etc., and correspondingly connecting with various government functional departments; Community neighborhood committees empowered to return to autonomy, as autonomous organizations, exercise autonomous functions and play the role of organizers in holding residents' meetings, carrying out community publicity and education, cultural and sports activities, conflict mediation and other democratic autonomous activities [8]. The publicity of urban social governance is first reflected in the common yearning for a better life, which is not only the value goal of urban social governance, but also the basic understanding and behavior guide of urban residents to public interests. [9] Community self-governing organizations return to the end of their self-organized publicity in their functions, and their focus falls back to the role orientation of safeguarding public interests for residents, which is exactly what the publicity of community self-governing organizations needs.

In order to avoid becoming a mere formality, the difference and definition between community cadres and civil servants must be made clear in the process of "separation of residence and station". In terms of personnel allocation, the staff of workstations are civil servants sent to the grass-roots level under the streets, while the neighborhood committees are "alley civil servants" voted by residents, which are two completely different identities. At the same time, the staff of neighborhood committees and workstations can't have part-time jobs, and the differences between workstations and residents' autonomous organizations must be strictly divided. Different evaluation mechanisms should be formulated for the work of workstations and neighborhood committees, and the assessment mechanism suitable for their occupations should be carried out according to different situations.

4.3. Strengthening institutional guarantees

To improve the authority of community system documents, it is necessary to improve the community governance system, and comprehensively define and standardize the interaction between government and society, the development of social organizations and the burden reduction of community self-governing organizations in community governance from the top-level design. In the community governance system, the imperfect system norms are the key factors for the incomplete burden reduction in the community. In order to thoroughly reduce the burden on the community and truly release the community from the administrative burden, the legislative department should combine the development of grass-roots autonomous organizations to build a perfect community autonomy system environment. At present, the problem of community burden reduction is a necessary solution to the effective realization of community government-society interaction. Without community burden reduction, the vitality of community autonomy cannot be fundamentally stimulated, and an interactive situation in which public services are paid by the government and undertaken by social organizations is formed.

The legislative department should pay attention to the guiding documents or trial regulations issued by the government, Incorporate the good experience of community governance experiment into the consideration of policy making, So as to solve the burden reduction system at the level of rule of law, Let the community break free from the "administrative quagmire" under the background of "governing the country according to law", To become a dynamic political participant, we should formulate the law of community self-governing organizations in a macro sense and stipulate the access to community affairs, Cut and isolate the relationship between community self-governing organizations and government agencies, clarify the relationship between community and government, clarify the assessment basis and guiding position of the government to the community, and answer the whole society: under what circumstances can the government deploy affairs to community self-governing organizations.

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