

The Analysis of the Governance of Rural Community in Yunnan Minority Areas

---Based on the perspective of holistic governance

Wang XiaoFen

School of Public Management (SPM)

Yunnan University of Finance and Economics, P. R. China

(437535177@qq.com)

Abstract—at present, now is a crucial period for building a well-off society in an all-round way in Yunnan. There exist a series of “fragmentation” dilemma in the process of governance practice at the frontier region of Yunnan rural community. Therefore, how to analyze the dilemma, and build a reasonable governance structure and governance patterns is a critical task at present. This paper tries to coordinate and integrate the “fragmentation” problem in the process of governance of rural community at frontier minority areas in Yunnan province based on the holistic governance theory, to achieve “good governance”.

Keywords—Yunnan; The frontier; National; Rural community; Holistic governance

I. INTRODUCTION

The third plenary session of the 18th Communist Party of China points out that to push on the modernization of the national management system and management ability, speed up the formation of scientific and effective social management system, to ensure that the society is full of vitality and harmony. [1] Community that is the basic cell of the society, and is the foundation of effective governance which to realize the social groups. Therefore, to promote urban and rural community governance is an important task of construction of national governance system. Community is a living community that based on a certain region, certain interests, a certain community interaction and a certain cultural life. F. Tonnies thinks that the community refers to those who have the same value orientation, strong homogeneity, and its embodiment of the interpersonal relationship is a kind of intimacy, mutual care, obedience to authority and share common beliefs and common customs. This kind of community relations is not the result of social division of labor, but by the traditional kinship and geographical and cultural nature. The rural community refers to the concept of community based on agricultural production activities as the main source of income of the local community. In China's rural society, rural communities can also be interpreted as administrative village; it is an area of farmer's political and economic activities. [2]The rural community of frontier minority areas refers to relatively stable community where locate in the frontier region and consist of two or more than two people together, and contains the nation formed a concept of social relations, the common culture. [3] The rural community governance in frontier minority areas, therefore,

can be understood as a process in a series of governance in the rural community.

It is different from traditional “management”, governance refers to the community activities which by the government and community autonomy organizations, non-profit organizations and villagers to promote the community public affairs management, and the harmonious and continuous development of rural community.

Yunnan province is located in the southwest border, the border with Vietnam, Laos, Myanmar and other southeast Asian countries, is a multi-ethnic province, in addition to the Han nationality, the population of more than 5000 people of indigenous minorities have 25 ethnic minorities that includes Bai, Dai, Hani, Yi, Zhuang, Miao, Hui, Lisu and others. Yunnan minority staggered distribution, on the border line of 4060km; the vast areas distribute the minority communities. [4]

The rural community of frontier minority areas in Yunnan is the same as other areas, which is facing the restriction of “two duplication”, namely “the urban and rural duality” and the “duality of social structure” . It is the “living community” of residents’ and the “bridging” between government and citizen, and it has evolved into all kinds of social contradictions. The common characteristics in frontier minority areas of Yunnan province are that the mode of production is comparatively backward and the production means is more primitive, the size of the market is relatively small, the industrial structure is relatively single, the infrastructure is weak, the traffic is not convenient, information is relatively occlusion, all of that has become the restriction and significant hurdles of economic and social development in rural community of Yunnan minority areas. While these obstacles and grassroots governance structure and governance patterns are invariably linked. Therefore, how to analyze the current frontier minority areas in Yunnan dilemmas in rural community governance, and construct the reasonable governance structure and governance patterns is a critical task at present.

II. HOLISTIC GOVERNANCE THEORY AND ITS CONNOTATION

On the new public management movement in the 1990 s, in the process of reflection, criticism and respond to, represented by British scholar Hicks and holistic governance theory is proposed. Based on the definition of Hicks, the

holistic governance is based on citizens' demand management orientation and governance mainly by means of information technology, in coordination, integration, responsibility for governance mechanism, the management level, function and relationship between the public and private sectors and information system "fragmentation" problems such as the organic coordination and integration, constantly from scattered to centralized, from part to whole, from broken to integration, provide citizens with no gap and the separation of the integrated service of government governance pattern. [6]

The starting point of holistic governance theory is dismantled barriers among departments using the modern information technology, through the integration of the supply of public services department, implementation of the new public management "fragmentation" governance of strategic response. Starting from "problem – countermeasures" guide, the holistic governance theory put forward the key link to realize the integrity management, coordination and integration. In 2004, Hicks will be integrity "coordination" and "integration" in the treatment of the two phases of content for the development of "coordination", "integration", "gradually close and mutual involvement" three stages, and think more in terms of integration, "gradually close and mutual involvement" is a more deep stage, highlights the mode of cooperation, deepening of phase structure stability and cooperation. [6]

Using the holistic governance theory to analyze the problems of the rural community governance in the frontier minority areas of Yunnan province, is to find the "fragmentation" problems in governance, through the coordination and integration, to achieve a more effective supply of public service and social management innovation, through the way of "1 + 1 > 2" in order to achieve a confluence of public goods supply and collaborative governance of pluralistic society.

III. THE "FRAGMENTATION" PROBLEM OF RURAL COMMUNITY GOVERNANCE IN YUNNAN FRONTIER MINORITY AREAS

A. *The "fragmentation" of power structure in rural community.*

In traditional rural community governance, the carrier of the villagers' self-governance, generally is elected by the villagers' self, and shall be responsible for the villagers. But in the real rural community governance structure, the carrier of the villagers' self-governance---the village committee that elected by the villagers, but actually does not need to be responsible for the villagers. This is because the resources of community governance from the government that at a higher level, the restriction of village cadres is often from the superior's various appraisal. In the process of the change of the frontier minority areas organizations at the grass-roots level, though country given the status of the village autonomy, but these autonomous elements restricted by the state resource allocation and power allocation, the village committee is between the state power and the villagers, it causes the power structure of "fragmentation", so as to affect the villager autonomy and democracy. [7]

B. *The "fragmentation" of public service supply*

From the practice point of view, the public service supply of rural community in Yunnan frontier minority areas is a focus on fixed services; mobile service mechanism is not perfect. The window of government service is immobilized, such as fixed settings in the township (town) government and the county seat, lead to the low accessibility and high cost for farmers to access services. Secondly, the lagged construction of service oriented government. On the one hand, the grass-roots government controls the management way; on the other hand, it is lack of comprehensive and serious division services. The third is that the rural community governance means is lag behind.

At present, the frontier minority areas in Yunnan still using traditional management way that is "face to face", the means of information management which with the support of "people don't meet". From the view of rural community autonomous practice, due to the villagers are lack of economic basis, and with the stopped supply of public products and service which based on the traditional family, the rural community's self-management and self-governance began to emerge. [7]

C. *The "fragmentation" of rural community social security system.*

From the perspective of social security system, the rural social security system of Yunnan frontier minority areas includes social endowment insurance, the minimum life security, medical assistance, cooperative medical care, five guarantees, etc. At the same time, there is also resident's endowment who lost ground, rural resident's endowment, old age allowance system, endowment insurance of village cadres, widowed elderly welfare system. Because the segmentation problem exists in system design, it directly led to the "fragmentation" of the social security system. And from the point of view of management organization, the system and points belong to different departments, the lack of unified coordination and management, bull management, pipe leakage and repeat the phenomenon such as a large number of existences. The current situation leads directly to the "fragmentation" of management. For example, the jurisdiction of the local health department to manage the new farmers, local labor and social security departments manage the new agricultural insurance, civil affairs department manage rural residents, the five guarantees and medical treatment. [3]

D. *The "fragmentation" of information resources of rural community governance.*

The information construction and information engineering penetration is lagged in frontier minority areas in Yunnan rural community. Due to a lack of comprehensive, unified, concrete development plan, lead to cross-sectoral, cross-regional, data interconnection of common difficult, often appear the effect of "information island", the no gap supply of public service and the lack of powerful guarantee. But with the coming of information society, the "digital divide" problem plagued by the same frontier minority areas in Yunnan grassroots government, rural communities and the masses. On the one hand, the government affairs service resources provided by the government departments, tend to give priority to the people

who is good at the Internet, but the others who is not good at is difficult or very little to be able to enjoy the convenience and benefits of electronic government affairs; On the other hand, due to the basic functions of the government and the unbalanced development of e-government, this also made the obstacle of online collaborative office. [8]

IV. THE STRATEGY CHOICE OF HOLISTIC GOVERNANCE OF RURAL COMMUNITIES IN YUNNAN FRONTIER MINORITY AREAS

A. The realization of holistic governance mode with integrated rural community power structure

To build the linkage pattern of community governance power of frontier minority areas in Yunnan with the goal of “good governance”. To set up the power of the multiple main bodies, cultivate social capital, establishes the grid community power network; get rid of the dilemma of collective action of rural community governance in frontier minority areas [7]. One is to straighten out the vertical network relationships of rural community and the government at a higher level, to definite their respective responsibilities. Township government should provide institutional guarantee for the rural community governance and economic support, and gives policy tilt and guidance combining with the situation if community; Village committee should change the present situation of “dual role”, which is the executives and representors of villages and towns government, and represents the interests of the villagers’ representatives. To change the single management forms of township government and village committee, and then construct the cooperation and coordination relationship between each other. Secondly, to strengthen the construction of villagers' autonomous organization, and improve the villagers’ autonomy mechanism, guarantee the village-level democratic management and democratic decision-making, democratic supervision, democratic elections in accordance with the procedures and legal. Thirdly, to play a function of community organizations, take the advantage of mining community organizations, definite their respective responsibilities, handle the relationship between the organizations, to promote community governance. Fourthly, it is the political participation of the masses to actively cultivate community awareness and sense of responsibility, promote their active participation in community governance, and develop the community governance elite of having both ability and political integrity.

B. To integrate the public decision-making mechanism and optimize the public service supply

Building a democratic and transparent public decision-making mechanism is the realization of optimizing the supply of public services. To actively open the “village affairs” to public in the rural community of frontier minority areas, public contents mainly includes the main financial work, community, community public service, residents participation way, and to participate in the program, etc.; To fully mobilize

the enthusiasm of villagers’ participation in public decision-making, advocate deliberative democracy mechanism, to ensure that the public opinion demands mechanism and interest expression channels are unblocked. At present, from the perspective of rural community construction of frontier minority areas in Yunnan, to be based on the characteristics of the frontier minority areas of rural social economic development and the needs of the development of rural production and rural living environment, strengthening the management of community public service function, highlight its particularity; To handle the relations between township government and rural communities, gradually achieve an organic unity of community building and the village committee; To explore the democratic management mechanism, ensure various democratic rights; To improve the level of the rural community public service, and actively provide the community people with culture, education, health care and other comprehensive public services. [11]

C. To strengthen the leading role of the government and integrate the social security system

To give full play to the role of the government as the main responsibility, improve the social security system of frontier minority areas in Yunnan rural, make the villagers “life have to rely on, old be raised, in sickness and live in a house”. To resolve the problem such as “fragmentation” that exists in the social security system. To increase the intensity of financial transfer payment to the frontier minority areas, strengthen the support of the frontier minority areas rural community, in order to realize the coordinated development of social security between different regions. To strengthen coordination and collaboration between departments, make division of labor and should work in mode of cooperation, to achieve equal social security services between regions.

D. To promote the e-government construction, building an integrated information system

To closely combine the construction of government web site with reform of administrative system, according to the construction of electronic government affairs as an opportunity to break the regional segmentation of management system, optimize the government functions and service process. To break the monopoly and closed departments of information, integrate the government’s information resources, highlight the information resources to develop, update and maintenance; Integrate the existing distributed service platform, establish service platform of one-stop full functional integration. To integrate departments of existing network resources, enrich the government website information resources, according to information, online management, public participation, convenient service requirements of the four major function upgrade, promote the construction of GZC (government to the public), GZB (government to the enterprise), GZG (government to the government), GZE (increased the government internal management performance).

V. CONCLUSION

The innovation of governance structure and governance patterns of rural community in frontier minority areas is a key to building a well-off society in an all-round way. In the practice of the rural community governance in frontier region of Yunnan, there is “fragmentation” of rural community power structure, the public service supply, social security system, information resource. Holistic governance theory based on the crack problem of “fragmentation”, from the perspective of the coordination and integration, to achieve a more effective supply of public service and social management innovation.

Therefore, to realize the “good governance” of the frontier minority areas in Yunnan rural communities, it can follow the holistic governance path, and integrate the rural community power structure, realize the holistic governance model innovation; To integrate the public decision-making mechanism, optimize the supply of public service; To strengthen the government leading role, integrate the social security system; Promoting the construction of e-government, makes the integrity of information systems.

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