

Analysis on Multi-elements Constitution of Social Governance System in Western Ethnic Regions ---The Investigation and Analysis Based on Buyi and Miao Country in Gao Villiage, Kaiyang County^{*}

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Abstract. In the face of constant increasing process of new type of urbanization and industrialization, more diverse and open social transition, the past sole government administrative control mode in western ethnic areas has been in a dilemma. Transforming government function, realizing the fundamental transformation from the administrative controls by the government to diversified cooperation governance as soon as possible are not only the inevitable requirement for promoting the innovation in government management and perfecting the system of social governance, but also the choice to maintain and realize the unity and stability of the good situation, explore development model of social democracy and politics with the western characteristics of ethnic areas under the new situation. Based on the on-the-spot investigation and empirical analysis on Buyi autonomous country in Miao villiage, Kaiyang County, we probe into the issue of diversity of social governance system of the western national regions. Among them, we hold the view that system of social governance structure has multiple major structure and multi-dimensional elements and emphasize that when focusing on government management, we should pay attention to social organization, religion, mass organizations and individual citizens as well as enterprises and institutions and give full play to their roles in social governance system.

At present, our country is at the key period of comprehensive deepening reform and the high-incidence period of social contradictions and interests conflicts. For the Western minority areas, in the face of constant accelerating process of new type of urbanization and industrialization, more diverse and open social transition, promoting the innovation in government management has not only become the key point to get rid of the governance dilemma, build a well-off society in an all-round way and achieve sustainable economic and social development, but also become the fundamental measure to solve a lot of social problems such as nationality, religion, language, cultural integration and development of education etc. Discussion on the issue of pluralistic social governance system in western minority regions has the extremely important theoretical enlightenment significance and reference value for decision-making. The author takes Buyi and Miao Country in Gao Villiage, Kaiyang County as an example, through on-the-spot investigation and empirical analysis, based on the description of the current situation and problems of local government management, pluralistic social governance system in the western minority areas will be specifically and deeply discussed, expecting to draw the attention of academia and further discussion.

Transformation from Administrative Controls to Public Governance: Fundamental Shift of Modern Social Governance Mode

For the western minority regions, with the accelerating economic growth and the advancement of social modernization transformation process, although the overall development lags behind relatively,

which is still in the early stage of industrialization, or the transition phase from preliminary stage of industrialization to the mid-term stage of industrialization. The increasing acceleration of the urbanization and industrialization, the new social pluralism and openness, however, have become a striking feature of economic and social development and brought a new challenge to the traditional local government management and social governance model which made it fall into a variety of governance dilemma.

First of all, the increasingly accelerating new urbanization and industrialization not only strengthen the economic management function and social service function of local government, but also require more to the change of government function and the construction of service government, which makes the government management in the western minority areas be confronted with huge conflicts among more and harder administrative affairs, relative less size of personnel force and low knowledge and ability level. They suffer from more working pressure and are unable to do as well as they wish. Currently, there are 12 organization establishment and 107 people of personnel quota in Buyi and Miao Country in Gao Villiage, Kaiyang County, including 20 civil service establishment with 17 people on duty; Career preparation of 87 people with 34 on duty. These personnel should not only undertake the daily administrative management and social service, and many other issues, they must also take the arduous responsibility of promoting the new urbanization, industrialization and building a well-off society in an all-round way and undertaking the social management affairs with the characteristic of the western national regions such as ethnic, religious, cultural heritage and the protection. Obviously, only by starting with transforming government function, changing the current situation of government taking on all daily administrative affairs and social management affairs, widely absorbing the social forces especially the participation in public management and public service of non-governmental public organizations, religious and mass organizations, enterprises and institutions and citizens, can the innovation in government management be promoted, can the realization social governance mode be fundamentally transformed from the traditional government monopoly and administrative controls into modern multicenter co-administration and multi-subject cooperation governance, so as to guide and help the local government out of control.

Second, more diverse and open social modernization transformation has greatly changed the external environment of local government management, and newer and higher requirement to the party's governance ability and governance capability of government at all levels, which makes embarrassment of social governance in western national areas in absence of the government, offside or omission, improper positioning of market and social forces and hard to conduct, causing many social contradictions and conflicts. In recent years, along with reform and opening up and the further development of the socialist market economy of our country and, the party's ruling environment and policy implementation of the government at all levels have been dramatically changed. Especially for the western national regions, after suffering from the financial crisis in 2008 and the hard experience of layoffs or unemployment of the enterprises, migrant workers not only brought back the advanced management experience, production technology and scientific and cultural knowledge in eastern developed areas, but also infuse the advanced and civilized way of life and open, progressive value into rural life in which the traditional culture with past hundreds or even thousands of years, which promote the whole stratified groups in the whole society, the gap between rich and poor in wealth distribution, and the diversity of social interests. Currently, the amount employees who go back home and work in Buyi and Miao Autonomous Country in Gao Villiage, Kaiyang County reaches 224, a new social group, the members of which devote themselves to the change of poverty and backwardness of hometown and the realization of personal value. The most important for the party and government is to unit and lead the masses out of poverty as soon as possible and become rich when facing the new situation and new requirement of development in the reform and practice to strengthen the construction of ruling ability and management ability; the most crucial is to fully play the important role of emerging social group such as foregoers and experts who get out of poverty and outstanding entrepreneurs who go back hometown to start business; the most fundamental way is to integrate social forces, coordinate the relationship between individual citizens and enterprises, institutions and government through the active cultivation and orderly development

of social groups, to advance the construction of social governance system especially the construction of the public governance mechanism multi-center and multiple subjects.

Third, interaction between complicated ethnic relations and ideology such as culture, religion, folk belief, etc, together with constant infiltration of the international hostile forces and subversive destruction of domestic ethnic separatist forces, which put forward severe challenges to national unity and stability and make social comprehensive control of the situation in western national areas not go well. In recent years, with China's rapid rise in economic and the effective implementation of the strategy of "The Belt and Road", the main western developed countries are increasingly showing the anxiety and fear. Therefore, there are more and more obvious strategic containment and restraint and toward peaceful rise of China. For the western national regions, it is increasingly urgent and significant to prevent the foreign forces from interfering in the internal affairs of China under the guise of human rights, national problems, religious problems the penetration and to maintain and implement national unity and stable good situation. At present, the overall social political situation in Buyi and Miao Autonomous Country in Gao Villiage, Kaiyang County is basically stable and ethnic unity and social harmony have been continuously consolidated and developed. At the same time, it must be highlighted that in recent years, there are still many problems in the implementation of policies such as land acquisition and demolition, land compensation and government agriculture subsidy policy of supporting agriculture and giving favorable treatment to farmers, which have great influences on social harmony and stability and national unity in the current and future a period.

From a Single Administrative Subject to Multiple Governance Body: The Theoretical Construction of Modern Social Governance System

Since the 1990s, western scholars have employed the term "governance" to emphasize the concept of government decentralization and authorization to the society and to realize the proposition of multi-agent and polycentric governance. At present, due to the comprehensive influence of integrated factors of history, geography and humanistic environment, there are a widespread series of problems such as ideological concept conservativeness, inefficient government, slow economic growth and weak legal awareness and the western national regions, which cause many social problems and make its social governance have the characteristics of complexity, diversity and universality, which can not easily be coped with by a single government administrative controls. Therefore, only through the mutual cooperation and effort of government and social organization, religious and mass organizations, individuals and enterprises and institutions, the construction of modern social governance system: "multicenter condominium, multi-agent cooperation", can the ethnic, religious and other social problems be handled and the unity, stability and prosperity of all ethnic groups be promoted. The effort should be put on the construction of "multicenter" and the cultivation and development of "multi-agent" to build a "multicenter condominium, multi-agent cooperation" of the modern social governance system in Buyi and Miao Country in Gao Villiage, Kaiyang County.

First of all, as an ethnic minority region where local autonomy is implemented, there is historical and cultural tradition in Buyi and Miao Country in Gao Villiage, Kaiyang County. It is under the premise of respecting the local customs and historical and cultural habits and aims to promote the innovation in government management and build a modern social governance system, aiming to develop resources and economy. It should be noted that in the long historical development process, Miao and Buyi nationality have merged their respective national culture, religion, language, customs, habits with each other and thus formed relatively unique history culture and regional culture characterized with the local Gao Village. From the natural and human environment, it not only riches in tourism resources, but also riches in ethnic customs and has nice people. From the potential for economic development and industrial structure, it has relatively convenient transportation here as it is only 72 kilometers from the provincial capital Guiyang, which is geographical advantage relying on the development of center city; the arable land area is 3320 mu and farming coordinately develop with others such as farming, forestry, animal husbandry and fishery. There are rich energy and mineral resources, with coal reserves of more than 38,000,000 tons and pyrite mine of 3.5 million

tons, 400,000 tons of bauxite, which are of high content, high grade and has considerable production value. Hydropower resources development which is symbolized by Qingshui River power plant construction; Township enterprises has been developed in a certain degree and the tertiary industry such as communication, mobile communication network has been developed and covers the entire town. According to the actual situation of economic and social development, the "multi-center" construction should focus on the three areas: grassroots political power construction and rural governance, national culture protection and development, economic and social development; And the key point of cultivation and development of multi-agent should be put on emerging social groups such as foregoers and experts who achieve prosperity and outstanding entrepreneurs who come back home to start business, and other new type of rural economic cooperation organizations such as enterprises and industry associations and professional cooperatives.

Second, as an ethnic minority region where the local autonomy is implemented, there is a specific connotation of regional culture and regional national autonomy system in Buyi and Miao Autonomous Country in Gao Villiage, Kaiyang County. Promoting the innovation in government management and building a modern social governance system should put emphasis on mechanism innovation and confirming the role and function of all kinds of subjects. The construction of "multicenter" and the cultivation and development of "multi-agents" in the system of social governance are actually an issue of social public power configuration, including scientific division and accurate positioning of the affiliation and reasonable allocation and effective use of social public power. As mentioned above, since the three fields: construction of grass-roots political power and rural governance, the protection and development of national culture, economic and social development are the key points of the construction of "multicenter", cultivation and development of "multi-agents" is bound to implement into the system and mechanism innovation. Among them, the most core and critical problem is how to clarify the relationship between the party, government, market, social organization and individual and further improve and innovate all kinds of public governance mechanism. Specifically, institutional innovation is the precondition of the construction of modern social governance system, including the regulation and restraint of the party, the government, market, social organizations and individual citizens behavior and the establishment and perfection of the country's systems such as constitution, laws and administrative regulations, aiming to clearly define the role and function of multiple subjects such as the party, government, market, social organizations and individual citizens, as well as their role and function that they should play; Mechanism innovation is the foundation to build modern social governance system, including cooperation and supervision mechanism among the government, market, social organizations and individual citizens, interest expression and coordination mechanism between multiple governance body, social equilibrium mechanism under the background of interest differentiation, the allocation and delivery mechanism of public products and service, the policy mechanism of plan and design of running system for preventing and resolving social conflicts to provide policy security mechanism for correct performing public power and ensure effective operation.

Third, as an ethnic minority region where the local autonomy is implemented, there is the tradition and advantage of social autonomy in Buyi and Miao Autonomous Country in Gao Villiage, Kaiyang County. Promoting the innovation in government management and building a modern social governance system should take the cultivation and development of social organization as the breakthrough point and explore new development model of grass-roots political power construction and democratic politics. Regional national autonomy is a basic political system in China and is based on the actual situation of ethnic minority areas. The special requirements of economic and social development in national regions were fully considered when it was made. It indicates the Party and country's respect to the historical and cultural tradition of ethnic minorities. It is a strategic measure for implementation of ethnic regional autonomy system to cultivate and develop social organization and achieve the modern transformation from social management to social governance on the basis of the actual situation of Buyi and Miao Autonomous Country in Gao Villiage, Kaiyang County. The measure should not only highlight the development of social organizations and the political

participation of individual citizens in the aspect of system construction, but also create a good external environment for the development of social organizations and the political participation of individual citizens from the aspects of structure adjustment and optimization of multiple governance body. At present, the nationwide social governance situation of "strong government and weak society" and "large government, bad services" has not been fundamentally changed. And there is no exception for Buyi and Miao Autonomous Country in Gao Villiage, Kaiyang County. Based on the above-mentioned situation, in addition to the promotion of institutional innovation and system construction, we should transform government function and strengthen organization authorized to the society, adjust and optimize the structure of multiple governance body in social governance system, to build a service-oriented and effective government and form the new pattern of social governance of "small government, extensive service, huge society". To be specific, we should consider what "the powerful government" is and define it as "the service-oriented and effective government which may better meet the needs of the present national governance and play better governing function and effect and make it strong enough and avoid excessive intervention in the field which should not be intervened too much. We should make the efforts to cultivate and develop social organizations and further strengthen and improve the social self-government at the grass-roots level through deepening the reform of public power system, including regulating function and law enforcement of the ruling party, the National People's Congress, government, political consultative organizations, judicial department, social institutions and management system with enforceability, guidance and permeability. Thus, the construction goals of social management system of " leadership of party committee, government's responsibility, nongovernmental support, public participation, law guarantee system " proposed in the 18th CPC National Congress can be realized. In addition, the status and role of public power departments and multiple governance subjects can be positioned. The construction of democracy at the grassroots level should not only be strengthened, the residents' autonomy and villagers' autonomy system should also be implemented in terms of "the organization law of the urban residents' committees and rural villagers' committees" to clear up the relationship among the theory of law, responsibilities and rights of legal regime at the grass-roots level and autonomous organization. The orderly development of various forms of grassroots autonomous organizations should be promoted and new road and model of the development of socialist democratic politics should be explored.

From Administrative Means to Public Policy: The Realization of the Function of Modern Social Governance System

As mentioned above, the realization of fundamental transformation of social governance model from administrative controls to public governance should not only rely on putting emphasis on social public power configuration and the diversification of public governance body to realize historic change from a single administrative subject to multiple governance body, but also further improve the elemental structure and policy mechanism of modern social governance system from the micro foundation and operating mechanism. After all, pluralistic social governance system in western national regions not only has multiple main body structure, but also possesses a more multidimensional element structure, namely, organization system, institution system, running system, evaluation system and security system. The five elements are in fact the microcosmic basis of modern social governance system; And as an important tool of social governance, the actual application of public policy includes researching (program planning and design), making (policy options and decisions), implementing (policy scheme implementation and supervision), assessment and feedback (policy evaluation and adjustment). It has become a security mechanism for effective operation of modern society.

First of all, analyzing the micro foundation of the modern social governance system from the structure elements, which contributes to revelation of inner mechanism of the social and public power. Modern social governance system is one which is unified with national governance system and of which the management of the social affairs are the main content. According to the principle of organizational behavior, modern social governance system includes organization system, institution

system, running system, evaluation system and security system. Constructing organization system is the primary problem of social governance, the focus of which is to pinpoint the power and responsibility of party committee and government and further define the position of public power body in social governance system with more institution, standardization and routinization, highlight the party's leadership and coordination, the leading role of government in social governance system, people's main status and leading position of ruling the country by law. The construction of system is the core of social governance, the main content of which includes basic system, operating system, security system, civil social system. Building an operation mechanism is a practical approach to social governance, mainly composed of the basic operation system, professional operation system and special operation system. Among them, the basic supporting operation system is the fundamental social governance system; running system is the "skeleton" of social governance system; special operation system is content, form and the process of social governance. Evaluation system is the standard of social governance, which is composed of the following five aspects: subjects who are evaluated and subjects who evaluate, value orientation and criteria of evaluation, contents and index of evaluation, the means and ways of evaluation, achievement effect and transformation. The Purpose of them is promoting social "good governance". Security system is the support of social governance, mainly composed the four aspects: the system of planning as a whole, talents system, supervision system and support system, aiming to track and correct social governance system. In a word, among the five aspects of modern social governance system, organization system is the main body, institutional system the basis, operating system the approach, evaluation system criteria, security system the support. And they are inter-constraint and are premises of each other, constructing a modern government management and social governance network including social management and social autonomy.

Secondly, it is beneficial to the exploration of actual process of social governance to examine operation mechanism of modern social governance system from the perspective of public power use. For practical operation of modern social governance system, governance according to the law, cooperative governance, social autonomy and comprehensive control respectively reveal social governance and characteristics and rules of its process from different aspects. Governance according to the law is a kind of democratic governance, which is so far the most effective, reasonable and perfect governance means and civilization of system created by human. The foundation of governance according to the law is scientific legislation; the premise is the construction of government under the rule of law, the key is to deepen reform of the judicial system, security is the promotion of the construction of in-corruptive government, the purpose is the maintenance of social harmony and stability. Cooperative governance focuses on the social forces such as social organizations, economic organizations and individual citizens besides the nation and government. It has the characteristics of self-organization in action, the decentralization of public power, the diversity of governance mechanism, the networked governance structure. Social autonomy refers to the self-management of various social organizations on public affairs which are closely associated with them. It is the basic orientation of future grass-roots social management system in our country and has the great significance to the promotion of social democracy, the realization of social harmony, providing perfect public services, preventing and resolving social conflicts and risks. Comprehensive governance is an important way of governance which was summed up in the social governance practice in our country. It can be achieved through fully playing the key role of political-legal department, especially public security department, organizing and depending all departments and units and the power of the masses under the unified leadership of party committee and government. It is a project to realize the fundamental prevention and punishment of illegal crime, defuse destabilizing factors and maintain social harmony and stability through strengthening crackdown, prevention, education, management, construction, renovation with the integrated application of political, economic, administrative, legal, and cultural, education means and others.

Third, administrative means and public policy are the effective ways to promote the innovation in government management and realize the fundamental transformation of modern social governance model. For social public power, different configuration mode, which will not only affect the main

structure and components structure of social governance system, but also will directly determine the social governance mode and means, leading to the great difference of social governance modes. As the means and important tool of public governance, public policy is the interest game that social stakeholders and multiple governance subjects undertake on the basis of policy plan making and implementation. And public policy centers on maintenance and realization of public interest. The transformation from administrative means to public policy is the fundamental shift, which reflects not only the new changes of social governance mode. The practical operation of social governance system in western national areas, public policy has important theoretical enlightenment significance and practical guiding significance, and even the goal and direction of grassroots regime construction and comprehensive reform of rural governance in Western national areas. Based on the actual situation of Buyi and Miao Country in Gao Villiage, Kaiyang County, the effectives ways are changing the single way of social governance model whose main content is government administrative controls as soon as possible, promoting public governance whose main content is government-led public policy formulation and execution based on common participation and consultative democracy of social stakeholders multiple governance subjects, further strengthening the institutional constraint and social supervision on administrative power and widely publicizing the important significance that the ideas and ways of public policy exert on construction and the practical operation of modern social governance system.

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