

The Difficulties and Countermeasures of Social Organizations Participating in Community Governance

A Case Study of Xiaojiahe Street in Chengdu

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Abstract—With the deepening of China's administrative system reform and the rapid acceleration of social transformation, the traditional unified government management model no longer applies to the rapid development of today's social requirements. The situation of multi-subject collaborative governance has begun to take shape. Thanks to this, China's social organizations have also developed rapidly. Taking Xiaojiahe Street in Chengdu as an example, this paper aims to study the current situation of social organizations participating in community governance, and points out that there are some problems in social organizations participating in community governance, such as unclear status of the main body of social organizations governance, inadequate supply capacity of public services, and low participation of residents. Suggestions and countermeasures are put forward.

Keywords—social organization; community governance; multiple subjects

I. INTRODUCTION

In 2013, the Third Plenary Session of the Eighteenth Central Committee of the Communist Party of China clearly pointed out: "Improve the way of social governance, stimulate the vitality of social organizations." In addition, the Fourth Plenary Session of the Eighteenth Central Committee of the Communist Party of China, the Decision of the Central Committee of the Communist Party of China on Several Major Issues Concerning the Comprehensive Promotion of Ruling the Country by Law, also clearly defined the need to give full play to the positive role of people's organizations and social organizations in social construction. The promulgation of these policy documents constitutes a favorable macro environment for social organizations to participate in community governance. When the Wenchuan earthquake happened in 2008, many social organizations took the responsibility and took the initiative to intervene in earthquake relief, material collection and post-disaster psychological counseling. The Chengdu Municipal Government gradually realized that social organizations had their unique flexibility and superiority in participating in community governance. Chengdu has made rapid

development of social organizations in Chengdu by introducing guiding policies and creating a good environment, such as the Circular of Chengdu Civil Affairs Bureau of Chengdu Finance Bureau on the Issue of General Transfer Payment Funds Management Measures for Public Service and Social Management in Chengdu City Community (Chengdu Finance Society No. 2016-40) (referred to as "Public Service Funds"). It plays an important role in reflecting interest demands, standardizing industry behavior, resolving social contradictions, expanding public participation, providing public services, enhancing social vitality and promoting social development. It has become an important force that cannot be ignored in innovating social management and building a harmonious society. Based on the research and analysis of Xiaojiahe Street's community in Chengdu, this paper describes the status quo of Xiaojiahe Street's social organizations participating in community governance, summarizes the difficulties faced by social organizations participating in community governance, and analyses the root causes of the problems. It expects to participate in social organizations from the government, social organizations themselves and residents' level. The existence of community governance puts forward practical solutions.

II. THE DILEMMA OF XIAOJIAHE STREET SOCIAL ORGANIZATIONS PARTICIPATING IN COMMUNITY GOVERNANCE

Xiaojiahe Street is located in the southern part of Chengdu City, located in the Southern Park of the high-tech zone, with an overall area of 4.75 square kilometers and seven communities under its jurisdiction. There are two main types of social organizations in the streets: external introduction and internal cultivation. Social organizations participate in community governance by providing community public services in the areas of children, adolescents, middle-aged and elderly, orphans, education, disability, environment and construction. In recent years, due to the participation of social organizations, the results of community governance are obvious to all. Not only has the

attitude of community workers to social organizations changed greatly, but also the residents of the jurisdiction have a new understanding of social organizations. However, with the successive landing of social organizations in the community projects of Xiaojiahe Street and the continuous development of activities, the problems such as unclear status of social organizations as the main body of governance, inadequate supply capacity of public services, and low enthusiasm of residents in the jurisdiction are gradually highlighted. These problems cannot be ignored if Xiaojiahe Street is to achieve effective community governance.

A. The Status of the Main Body of Community Governance Is Not Clear

Xiaojiahe Street Social Organizations are faced with limited space for development policy to participate in community governance. The policy inertia and path dependence of "big government and small society" are obvious, and the transfer of community functions to social organizations is arbitrary, which results in the hindrance of the development of social organizations and the limitation of their role. On the one hand, there are "three no" and "four little" situations in some leaders and departments' understanding of social organizations, that is, they do not attach importance to and trust social organizations, and do not let go of the public services they provide; at the same time, they also have problems such as little inquiry, less investigation, less research and less service to social organizations. On the other hand, before the reform and opening up, the phenomenon of "government-run enterprises, Enterprises-run society" existed for a long time in China, and the residents' awareness of social organizations was low. Thus, the legitimate rights and interests of social organizations cannot be effectively guaranteed, and the positive role of social organizations cannot be effectively played.

B. The Public Service Ability of Social Organizations Is Not Strong

The service ability of social organizations is not strong, and the level of specialization needs to be improved. Social organizations are mostly "absent" in many industries, such as qualification identification, industry access, investment attraction, bidding and so on. This comes from the following four aspects. Firstly, the internal management of social organizations is chaotic and the organizational structure is empty; secondly, the concept of social organizations has not changed, the status of independent legal person has not been clearly defined, and they rely too much on the government to become the "spokesperson" and "dispatch agency" of government departments; thirdly, social organizations are obviously inadequate in their own management level, financial resources, service brand and other aspects, and their service and management capabilities are also inadequate. Finally, the social organization service field covers a wide range and has strong technology, which requires higher professional skills and quality of employees. However, it is difficult to retain outstanding talents and enhance the competence of on-the-job personnel due to the constraints of funds, venues and their own abilities.

C. The Enthusiasm of Residents in the Jurisdiction for Participation Is Not High

In the past 40 years of reform and opening-up, China's economic type has undergone a transformation from planned economy to market economy. In 2010, China's total economic output ranked second in the world. At the same time, people's demands are increasingly diversified and differentiated, which requires higher requirements for social organizations to enter the community to provide services. On the one hand, community governance needs the participation of multiple subjects, including government organizations, non-governmental organizations, enterprises, groups, and residents. At this stage, community governance tends to be administrative, and residents are not enthusiastic and motivated to participate in community governance. On the other hand, social organizations get the qualification of "resident" through project selection. The eagerness to provide public services and the lack of research on the actual needs of the community have led to the failure of the services provided by the community to meet the needs of the residents in the jurisdiction. Social organizations are in the predicament of "passive" implementation of the project, and the service effect is not satisfactory.

III. CAUSE ANALYSIS OF SOCIAL ORGANIZATIONS PARTICIPATING IN COMMUNITY GOVERNANCE IN XIAOJIAHE STREET

A. Insufficient System and Imperfect Legal System

The management system of Chengdu's social organizations is not perfect, and the legal system is not perfect. First of all, the double management system has serious disadvantages. It not only restricts the legal registration of social organizations, but also makes the powers and responsibilities unclear among the administrative departments, and shifts the responsibilities of each other. The interests of the departments replace the interests of the masses. Moreover, because of the bad habits and stereotypes of "law does not blame the masses", it undermines the authority and effectiveness of the law. Secondly, the supply of laws and regulations is seriously inadequate. Relevant laws and regulations are imperfect, and there is no unified basic law. Current laws and regulations are not only low-ranking and vacant, but also have more restrictions than guarantees. Lack of coordination and complementarity between laws and regulations, there are serious loopholes and contradictions, which need to be reformed and perfected from the legislative aspect urgently. Finally, the evaluation and supervision system lacks systematicness. After two years of registration, social organizations in Chengdu have to accept the annual check of civil affairs departments and the grade recognition of social organizations. However, there are many problems in the annual check and rating system of social organizations, such as the diversification of standards and the differentiation of expert judges.

B. The Lack of Social Organization Resources

In 2013, the executive meeting of the State Council put forward that "to study and promote the government's

purchase of public services from social forces, public services suitable for market-oriented mode will be entrusted to social organizations, institutions and enterprises with qualified and good reputation." In recent years, various social organizations are generally facing the problem of lack of resources. Firstly, the management system of social organizations is imperfect and the organizational structure is not clear. When social organizations provide relevant departments with materials for filing or registration, they need to provide perfect organizational charter and structure. However, once successful filing or registration, the original rules and regulations of most social organizations are nothing but fictitious, and the internal management of organizations relies entirely on experience or leadership intentions. Secondly, most of the social organizations in Xiaojiahe Street of Chengdu are small in scale and lack of organizational structure. The mechanism and ability of efficient operation and self-hematopoiesis; furthermore, after the registration of social organizations, they are eager to undertake projects, carry out services, expand their social influence, and do not pay attention to the improvement of internal personnel ability; finally, on the one hand, due to the social workers' intensive work, high pressure, social disapproval and other reasons, many people even college students do not see the future and hope. Hope, unwilling to engage in social work, on the other hand, the salary of social workers is generally low. For newly graduated college students, comparison and impetuosity restrict their determination and confidence in social work. For those who have graduated and engaged in social work, the long-term effort does not equal to the reported discontent also leads to the high turnover rate of social organizations.

C. Information Asymmetry Leads to Low Participation of Residents

Information asymmetry is very serious between residents and communities, residents and social organizations. Information asymmetry between residents and communities in jurisdiction is mainly reflected in the following two aspects: on the one hand, due to the disintegration of the "unit system", a large number of residents have directly changed from "unit person" to "social person", while the collection between modern communities is usually the equivalence of wealth rather than originating from interest, industry and blood relationship, the original concept has not changed, and the new concept has not yet formed; On the one hand, because China's administrative system reform has been in a difficult period, the government personnel are still in the "paddling" state, and have not yet completed the role change from "paddling" to "steering", the government personnel "throw off" the burden is not complete, the phenomenon of "big package" occurs from time to time. On the other hand, the residents, long-term administrative system makes most residents have gradually become accustomed to the control of the government. From the point of view of the relationship between community personnel and social organizations, social organizations are always eager to provide public services. The cost of manpower, material resources and financial resources is relatively low in the previous research. This may lead to the fact that public

services provided by social organizations are not urgently needed by residents, or even unnecessary by residents. Social organizations have done a lot of unpleasant things, which are not recognized by residents. Without buying, the sustainable development of social organizations will be difficult to achieve.

IV. RESEARCH ON THE COUNTERMEASURE OF OPTIMIZING SOCIAL ORGANIZATIONS' PARTICIPATION IN COMMUNITY GOVERNANCE

In view of the dilemma faced by social organizations participating in community governance, we must optimize the path of social organizations participating in community governance. The author thinks that we can explore from three levels: government, social organization and residents of jurisdiction, so as to achieve the "butterfly effect" in sociology.

A. Improving the Survival Environment of Social Organizations at the Government Level

1) Transforming government functions and transferring power reasonably: Social organization is an important force in China's economic construction and social development. Since the reform and opening up, with the establishment and perfection of the socialist market economic system, social organizations in various places have developed rapidly, playing an active role in providing advice to the government, serving the development of enterprises, optimizing the allocation of resources, strengthening industry self-discipline, innovating social governance and fulfilling social responsibilities. Social organizations should play the role of community governance. The main bodies of public power should first keep a distance from social organizations, maintain the independence of social organizations, require Party, government, mass organizations and institutions to prohibit the initiation or appointment of sponsors to establish trade associations, chambers of commerce, industrial and commercial economy, public welfare, charity and social service social organizations, and not sponsor or sponsor by themselves. A social organization is entrusted, and it does not hold concurrent posts within the social organization.

2) Changing organizational concepts and improving relevant laws and regulations: Since this century, Chengdu has gradually established and improved comprehensive supporting reform measures for social organizations. Suggestions on the Pilot Work of Reforming the Registration Management System of Social Organizations (Chengdu [2010] 53), Implementation Plan for Accelerating the Cultivation and Development of Social Organizations (Chengdu [2011] 35), Interim Measures for Purchasing Services by Chengdu Municipal Government (Chengdu [2015] 21) and "The General Office of the Chengdu Municipal Committee of the Communist Party of China Issued "On Strengthening the Party of Social Organizations" Guiding policies and guiding opinions such as the Notice of

Implementation Opinions (Trial Implementation) of Construction Work (No. 2 of 2016) have created conditions for the cultivation and development of social organizations. However, the situation of "thousands of lines above and one needle below" has always existed, and various policies and documents have not been fully implemented and implemented. In addition, there are deviations in the understanding of policies by government personnel, social organizations and residents. Therefore, we must focus on strengthening legal and institutional norms, speeding up the improvement of the current Government Procurement Law, and expanding the scope of government procurement to public services purchased from social organizations.

3) *Reducing the entry threshold of registration and improving the supervision system:* On the one hand, on the basis of the reform of the registration management system of social organizations and the pilot of the filing system, we should further broaden the scope and reduce the access threshold. For example, relevant policies can be introduced to reduce the registration funds of social organizations, or to simplify the registration procedures of social organizations. On the other hand, a review mechanism consisting of the purchaser, the service object and the third party should be established, and the evaluation results should be published to the public. First of all, we should establish a soft constraint system for multiple evaluation. Establish a broader evaluation and withdrawal early warning mechanism for all registered social organizations, and conduct periodic (every three years) evaluation. The specific time is voluntarily applied by the social organizations. The evaluation results can be divided into four levels: excellent, good, qualified and unqualified. The unqualified are given a year's "restructuring" period according to the situation, and those who fail to meet the deadline are eligible. Punishment shall be imposed for suspension of activities until disqualification; secondly, a comprehensive regulatory system shall be established. To innovate the supervision system of social organizations, we should set up joint meetings of social organizations supervision, which are attended by relevant functional departments and administrative (guiding) departments according to the categories and scope of activities of social organizations, to implement classification responsibility for social organizations and achieve coordinated supervision; furthermore, we should improve the information network of social organizations in Chengdu, implement information management of the operation of social organizations and regulate the society. The key information of the organization should be open and transparent, and be supervised by the society and the media. Finally, a restraint and incentive mechanism based on the evaluation effect should be established, and a certain form of financial support or other incentives should be given to the social organizations with excellent evaluation results.

B. Strengthening the Self-construction of Social Organizations

1) *Improving the management system and consolidating the organizational structure:* The internal management system and organizational structure of social organizations need to be further standardized. First, we need to improve the internal management system. Social organizations have their own charters, and no one should be above the rules and regulations; secondly, to consolidate the internal structure of social organizations, social organizations can set up corresponding functional departments such as supervisory boards, councils, project departments and offices according to their own conditions to ensure the normal operation of institutions, effective undertaking of projects and professional development of activities.

2) *Strengthening the construction of independence of social organizations:* Strengthening the independence construction of social organizations requires, on the one hand, that the government should fully and thoroughly transfer part of its functions, not delegate power explicitly, but seize power in fact. For example, government personnel cannot be appointed as the head of social organizations, and after the transfer of functions, social organizations have only the right to supervise, not to interfere too much in the operation of social organizations; on the other hand, because social organizations themselves, the narrowness of the body leads to excessive dependence on the government. Once the government no longer allocates funds, social organizations lose their functions of "hematopoiesis", "blood transfusion" and "blood transporting". Therefore, social organizations must clearly understand the relationship between the governments, clarify the status of their independent legal persons, broaden the channels of their business scope, excavate local resources from their own level, and make social organizations develop rapidly.

3) *Increasing the training of social organizations:* Strengthen the training of social organizations, especially in the aspects of service ability and finance of social organization personnel. Through in-depth observation, the author understands that most social workers have deficiencies in professional skills, such as unclear expression of planning schemes, inadequate execution of activities and so on. In this regard, social organizations can set up special training courses to improve their theoretical level and practical ability through "school hours" and practical exercises. For the internal finance of social organizations, it is suggested to understand the root causes of accounting reports. Resolving this big problem and increasing the financial training of the accountants can sort out the internal and external revenue and expenditure of social organizations and relieve the pressure of financial personnel.

4) *Extensive recruitment of professionals:* Strengthen the support of talents in social organizations. Social organizations have not yet formed their own professional

qualifications, which restricts the professional development of social organizations. To make social organizations bigger and stronger, we must establish a contingent of high-quality, professional, professional social organization talents. At the macro level, we will introduce policies to establish a title allowance system for social workers in social organizations, and support and encourage social workers to enter social organizations.

C. Mobilizing the Wide Participation of Community Residents

1) *Promoting the identity of community residents:* Identity is an individual's identity with the community. Promoting community residents' identity with the community is helpful to community governance, including the implementation of policies, the promotion of activities and the autonomy of residents. As we all know, when community and social organizations provide public services, they want residents to buy the services. The best way is to let residents accept the services from the bottom of their hearts. At the same time, in the implementation of policies. In the process, it is necessary to instill relevant knowledge skillfully, which cannot make residents feel disgusted, but also can invisibly implant important ideas into the residents' ideology, so as to further enhance the residents' recognition of the community, consciously or unconsciously safeguard the interests and reputation of the community.

2) *Encouraging community residents to communicate with social organizations:* At present, the purchase of public services by the government has not been well known and accepted by the public. With the deepening of government's practice of purchasing public services, the frequency of social organizations participating in community governance will be more. How to provide effective public services by social organizations requires residents to strengthen communication with social organizations. Only by realistically understanding the needs of residents in the jurisdiction, can the services provided by social organizations more meet the needs of the people.

3) *Exploring a new model of residents' participation in Community Governance:* To explore a new model of residents' participation in community governance, different regions have made different attempts. According to the actual situation, all localities should launch changes from bottom to top to promote major breakthroughs in the construction of democratic autonomy at the grass-roots level in urban communities. They should always embody the principle of "community autonomy, separation of Parliament and action", and conform to the development direction of democratic politics in modern society.

V. CONCLUSION

The Third Plenary Session of the Eighteenth Central Committee of the Communist Party of China will take "perfecting and developing the socialist system with Chinese characteristics, promoting the modernization of the state

governance system and governance capacity" as the general goal of deepening the reform in an all-round way. As the basic unit of the country, the community can only be modernized if the community realizes the modernization of governance. How to guide social organizations to participate in community governance is a new subject that must be seriously cracked in street and community work under the new situation. At the same time, community governance is not a person can complete, nor is it the responsibility of a certain subject. It needs all parties to cooperate, gradually improve, and then jointly build a better community. Only in this way can we further build a socialist harmonious society.

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