

Analysis of the Problems and Countermeasures of Grass-Roots Government in Community Governance



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Abstract: The community is the basic unit of the city, the foundation of social development and progress, and the vital booster of social harmony and stability. However, with the continuous improvement of society, new changes have taken place in community governance. At present, there are still many challenges in urban community governance in China, such as offside and lack of government functions in urban community governance, lack of guidance for residents to participate in community governance, insufficient supply of resources and backward management methods, which seriously affects the excellent process of community governance. Facing the ever-evolving society district construction, and gradually emerging governance problems, how to optimize the existing model, eliminate the inherent drawbacks, give better play to grass-roots governments, and establish a new community governance mechanism is the current problem that needs to be solved. Therefore, in order to further solve the problems of community governance, from the perspective of grassroots governments, countermeasures such as clarifying the positioning of government functions, stimulating the vitality of residents' participation in community governance, increasing the inclination of resources to the community and innovating the management methods of community governance are proposed, so as to provide reference for solving the problems of community governance.

Keywords: Grass-roots Government; Community Governance; Government Functions

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1 Introduction

Community governance is an integral part of the national governance system and an essential manifestation of grass-roots national governance. Community governance plays an important role in social harmony and stability. How to further strengthen the construction of grass-roots government and actively guide community governance innovation is an important issue facing the current grass-roots government construction. The quality of community governance is directly related to whether the political, economic, cultural, and environmental aspects of the community are coordinated, and whether the vital interests of all members of the community can be

guaranteed. Community governance is the inescapable responsibility of the government, especially the grass-roots government. Grass-roots governments should play a pluralistic role in the governance process. Integrate various types of resources to make the effectiveness of community governance more significant [1].

2 Literature Review

The study of community governance originated from the investigation of the living conditions of the poor and related social problems by western sociologists. This research field

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has quickly attracted the attention of sociologists from all over the world, aroused extensive attention, and developed rapidly, become the focus of sociological research. There are two main directions of applying governance theory to community research in western countries: firstly, using governance theory to study how indigenous communities gain power under the control of states and provinces, thereby driving the government to form a new model of indigenous community management. Secondly, it mainly studies which governance model is more suitable for the development of the community, including reducing government control, limiting government power, encouraging community organizations to participate in community activities, and encouraging volunteers and the public to participate in the decision-making process, etc. In addition, there is a wealth of research on community governance and community engagement. These theoretical studies mainly focus on the following three aspects: multiple governance bodies participate in community governance, do good planning for the community, explore the path to achieve the democratic goal of community governance. In this regard, it is necessary to protect the rights of NGOs and the public to participate in community building. Professor Fuchs, an expert on community governance in the United States, believes that: local management led by more active civic engagement, public administrators as professional advisors rather than leadership centres, small and responsive government are core values of American community governance. In a word, the key to community governance is to establish community autonomy that is centred on residents rather than the government, weaken the leading role of the government in the community and enhance the status of other governance subjects, and actively develop community residents' participation in "civic governance" [2].

Domestic scholars' research on urban community governance focuses more on the historical development process of the community, and in this process explores the practical path of community governance, in other words, from the unit-controlled community in the planned economy period to the marketization period. In the process of the transformation of commercial housing communities, how has community governance been highlighted, and what changes have occurred in government power? These issues are basically in sharp contrast to the late 20th century "state-society" theory. Zhou Qingzhi divided the development process of urban community governance into three periods based on the

innovation achievements of Shenzhen community governance. In the period of the unit system, the government managed the community in all aspects with the help of the unit. The government was the absolute leader of community governance, and there was little room for community organizations to develop, and community self-governing organizations were rarely born. Community members belong to different units, and the entire community consists of different units. There is insufficient communication among unit members, and no community of interests is formed. Community residents tacitly transfer their rights to the government and accept government management, and the status of the two parties is unequal. During the unit system period, China's urban community governance structure was a single control governance structure, with the unit system as the main body and the street residence system as the supplement. After the reform and opening-up, there have been areas in urban communities that are difficult for the government to control. These areas have gradually expanded and new changes have occurred in community governance. The influx of foreigners into urban communities has brought new challenges to community governance. The traditional single control governance structure is no longer in line with the current community development needs the community in the Nanshan District of Shenzhen has been exploring in practice and has gradually established a new model of "one core and multiple" community governance and has achieved good governance results. The so-called "one core multiple" means that with the community party branch as the core, with the close cooperation of multiple subjects in the community and the establishment of a community based on community organizations such as neighborhood committees, community residents and community workstations, with multiple cooperation, joint management, and mutual supervision [3]. However, Zhou Qingzhi disagrees with this new model of "one core and multiple". He thinks that this model is just a renovation of a single control governance structure. It does not show the characteristics of multi-subject participation in community governance, and there is no effective limit. In the final analysis, this model is only to further improve the efficiency of government work and the satisfaction of community residents. It is still far from genuine community autonomy, and community governance innovation still has a long way to go.

The development history of community governance in China is relatively short, and the research on this aspect

started later than in foreign countries, and the research results are less, but it still achieves some results. There are large differences between domestic and foreign societies in terms of national nature, political system, the level of economic development, etc. These differences determine the direction and focus of community research. Research on community governance in western countries has begun to enter a mature stage, and has achieved a series of results, especially on community governance structure, and the pace of research is at the forefront of the world. However, China is only in the initial stage of community research. Influenced by national conditions, the focus of this research stage is on the change of power between the government and the community, as well as within the community, and how the government plays its role in this process to help the community build better. However, there is generally a lack of community research and analysis from a holistic perspective, and no research on the structure of community governance from the state perspective. And there is no in-depth analysis of different community governance subjects, detailed study of its governance behavior, optimization of governance processes, and the effectiveness of maintaining community governance structures and other related aspects [4].

3 Development Process and Current Situation of Community Governance

With the continuous progress of society, the number of cities continues to increase, the urbanization process is also accelerating, and community governance has developed rapidly. In the process of community governance development, there are mainly the following key nodes, which have played an enormous role. China's Community governance has achieved specific results, and the grass-roots government has played an important role in it. On the other hand, with the continuous improvement of community governance, grass-roots government also faces many problems. Grass-roots government refers to the government that directly faces the people and communicates with the people. Face-to-face contact, the lowest unit that exercises the most basic power of the state. In rural areas, it refers to the level of townships, ethnic townships, and towns. In cities, it refers to the level of cities without districts and municipal districts.

3.1 Development History of Community Governance

The concept of community was first put forward by the German sociologist Ferdinand Tönnies in the book "Community and Society". He pointed out that from a macro perspective, the history of human social development is mainly divided into two stages, namely: history of social development and community development [5]. In 1933, Fei Xiaotong and other first batch of sociologists in China took the lead in translating the English word "community" into "community", and since then, the concept of the community began to circulate in China. Up to now, although experts and scholars have different understandings of the definition of community, they all agree that community mainly includes the following elements: a certain number of people, a certain area of residential area, a certain scale of public facilities, distinctive regional culture, different types of community organizations, etc. It has basic characteristics such as regionality, interoperability, and commonality [6]. After the founding of New China in 1949, urban community governance in my country was mainly based on the "unit system", supplemented by the "street residence system". After the reform and opening-up, the original management model was no longer applicable to the changed community status. The "unit system" was abolished, and the "community system" began to appear and continued to develop. China entered a new era centered on the "community system". At the end of the 20th century, "community building" was proposed for the first time by the Ministry of Civil Affairs of China to promote the concept of "community" to be recognized nationwide. This relatively unfamiliar research field has greatly attracted the attention of experts and scholars. Since then, Chinese scholars have begun to explore the community construction of national conditions. After entering the 21st century, the concept of community building has been elevated to a higher status by the party and the government. The Sixth Plenary Session of the Sixteenth Central Committee of the Communist Party of China pointed out that it is necessary to comprehensively promote community construction and realize the interactive link between government management, community autonomy, and residents' autonomy. The Third Plenary Session of the 18th Central Committee of the Communist Party of China further emphasized the need to promote the innovation of the community

governance system, including improving the way of community governance, stimulating the vitality of community organizations, etc. The introduction of related policies has provided a solid theoretical foundation for community governance and points out the direction of community governance. However, due to China's complex national conditions, population, economy, and other factors are extremely unevenly distributed, and there are huge differences in different regions. In this context, it is impossible to ignore the actual situation in various places and promote the existence of only one community governance system nationwide. Therefore, all localities should adopt measures to local conditions, combine the actual conditions, meet the needs of community development and residents' self-governance, learn from the excellent governance experience of other regions, explore innovative models of community governance with local characteristics, and promote the modernization and democratization of community governance and scientific development [7].

3.2 Current Situation of Community Governance

The community is the basic unit of the state and society, the basis of the people's social life within a specific geographical area. It consists of populations, regions, organizations, and relationships. Community governance means that within the scope of the community, in order to achieve the good operation of the community. It requires Multiple subjects to participate in the daily management for the community to maximize the benefits of community residents. With the deepening of China's economic and social system reform, the community has increasingly become various interests, the meeting point of social contradictions, the focus of social construction and the foothold of social management [8].

3.2.1 Current Achievements of Community Governance

At present, some progress has been made in community governance in my country, and various regions are actively carrying out institutional innovation in practice. An effective connection between the government and the community has been initially established. The pattern of a new model of community governance has initially taken shape. Most cities in China have explored a new model of

community governance suitable for the region based on the actual situation in the local area, aiming at the problems existing in community governance. On this basis, they have formed a new experience with unique regional characteristics. For example, the Jianxi District of Luoyang City innovated the establishment of community affairs disclosure system, residents' appeal expression system and democratic evaluation system, making every effort to create a new model of community governance and promote better community governance.

At the same time, the government still has various deficiencies in community governance and cannot actively play a leading role. To a certain extent, it adds a lot of trouble to community governance and hinders the good process of community governance.

3.2.2 The Main Methods of Community Governance

China's community governance mainly adopts a government-led management model, and the government plays a role of "all-powerful government". Complete powerful government means that the government controls social resources with absolute superiority, manages all areas of society, and exercises functions including political, economic, cultural, and other powers which are not restricted by other powers [9].

The government mainly conducts community governance in the following ways. Firstly, the government carries out its daily work with the assistance of the neighborhood committee. The neighborhood committee is a grass-roots mass self-governing organization, with residents electing independently, to achieve self-management, and is subsidized by the government. Secondly, community service centers also play an important role in community governance, and these community service centers often form a five-level system connected by cities, districts and counties, streets (towns), and neighborhood committees, most of which are sponsored by the Civil Affairs Bureau and administered by the government. Government subsidizes to provide residents with daily services such as a pension, medical care, employment, education, culture, and sports. Thirdly, in recent years, according to the new needs arising from community governance, the government has promoted the establishment of new community governance entities to participate in community governance, such as community service stations and community workstations, etc. These

new community governance models have their characteristics, and local governments should adapt to local conditions, and make changes based on the reality of the community.

4. Problems and Reasons in the Grass-Roots Government in Community Governance

In the period of social transformation, conflicts of interest and social contradictions continue to intensify. The community plays an important role in it and undertakes the mission of social governance. In community governance, due to the influence of traditional community management, it is inevitable to face many problems, which require the government to keep up with the trend of the times, to develop and improve the community governance system with the spirit of pioneering and innovative practice.

4.1 Problems Existing in Community Governance by Grass-Roots Governments

4.1.1 Offside and Absence of Grass-Roots Government Functions

The offside of government functions in community governance is mainly reflected in that: firstly, the government directly participates in the internal management and daily affairs of self-governing community organizations, making it difficult to manage according to the prescribed system, which not only hinders the normal performance of its functions, but also limits the development of self-governing community organizations. Secondly, the government intervenes excessively in the normal management of the community. The level of government is not a relationship between superiors and subordinates. However, the community neighborhood committees are under their leadership, and their daily affairs are also governed by them. Some grass-roots governments even directly take over the work of community neighborhood committees. The neighborhood committees are useless. The government still adopts the traditional "leadership" model, which is used to direct

arrangements, and does not give the neighborhood committees room to grow. This not only increases the workload of the grass-roots government, but also greatly damages the enthusiasm of the neighborhood committee to handle community affairs independently. Thirdly, it causes unnecessary consumption of government financial and material resources. The various administrative functional departments of the government have assigned tasks to the community. The overloaded work tasks waste a lot of humans, material, and financial resources, so that the service functions that should be undertaken by the community are undertaken by the government, which also makes it difficult to implement the work of some administrative departments.

The absence of government functions in community governance refers to the responsibilities that should be undertaken by the government. Still, the government does not undertake or undertakes them insufficiently, which is mainly manifested in the inadequate cultivation of community organizations. Community organization refers to a legal organization that is different from government agencies and does not provide public goods and services for society for the purpose of making profits in areas beyond the control of the government and the market, centered on maintaining public interests [10].

For community organizations, the government's primary function is to train and guide its work and provide a good operating environment for its development. In the real world, government agencies usually take care of community organizations and do little to the nurturing responsibilities of community organizations, so that the possibility of further development of community organizations is lost. Secondly, the government lacks effective policy guidance for community organizing. To enable community self-government organizations to serve community residents better, the government should guide and regulate self-governing community organizations through policy guidance and supervision, and the use of various means. But in fact, the government did not undertake this responsibility.

4.1.2 The Grass-Roots Government Lacks Guidance for Residents to Participate in Community Governance

The active participation of community residents is the mass basis of community governance and plays a huge role. Good community governance cannot be separated

from the orderly participation of residents. From this perspective, the government should actively guide residents to pay attention to community governance, try to make residents participate in the daily management of community governance, maximize the role of community residents as an important governance subject, and realize the democratization of community management. In recent years, with the progress of society, residents' awareness of participation has been continuously enhanced. Great progress has been made, but in terms of overall community governance, resident participation is still in a "weak" position. Mainly due to residents' lack of awareness of participation, lack of attention to public affairs, and the lack of government actively encouraging and guiding residents' participation, etc. That greatly affects the effectiveness of community governance.

Citizens are not only obedient to community governance, but to a large extent, they should also be active participants in community governance [11]. From this point of view, community residents must participate in the management of the daily affairs of the community and occupy an important position, because only the community residents themselves can understand themselves better, facilitate self-management, self-discipline, and come up with solutions that can truly solve the community dilemmas. Only when community residents truly participate in the decision-making and management of community public affairs and supervise other governance bodies can they promote the grass-roots government to move forward in a more democratic direction, improve public satisfaction, and increase government publicity. From another perspective, only by participating in the daily management of community affairs can community residents reflect their protagonist status and truly regard the community as our home. Therefore, the government should actively guide residents to participate in community governance and improve the awareness of community residents' participation. The more responsive the government is to the needs of the public, the faster it handles public affairs, and the higher the degree of community governance.

4.1.3 Insufficient Supply of Grassroots Government Resources

At present, the community itself generally lacks resources. In order to seek development, most of its resources come from the grass-roots government. The

resources owned by the government are limited, and many units require government resources. The community only accounts for one of them. The grass-roots government's supply of resources to the community is insufficient. Especially when it comes to community infrastructure, if only relying on the community to build by itself is tantamount to a dream. Only through the vigorous help of the government and the provision of the required material and financial resources can the normal completion of urban community infrastructure construction be ensured. However, in fact, due to the asymmetry between the financial resources and powers of the grass-roots government, and its financial resources are not sufficient, the financial resources used by the grass-roots government in community governance are far from expectations. At the same time, due to the high intensity of community work and low salaries, high-quality management talents cannot be attracted, and the government has not issued relevant support policies, making it difficult for community workers to sustain themselves [12].

4.1.4 Grass-Roots Government Management Is Lagging Behind

The lagging management of community governance is mainly manifested in the lack of corresponding government policy support for community governance. Community governance is grassroots governance and requires clear rules and regulations. However, some existing regulations and systems are too general, and vague, and there are no corresponding supporting implementation rules, making it difficult to implement. Some systems still use the old system, which is not suitable for the actual situation of current community governance and is divorced from the status quo. Some supporting policies are not closely related or contradict each other, which brings many difficulties to detail-oriented community governance.

First, the administrative services and management responsibilities of community neighborhood committees do not clearly regulate their scope, which can easily lead to vacancies or even offsidings in management. Secondly, the cities, regional agencies, enterprises, and institutions in the community go their separate ways. They do not have necessary business dealings with the community, which often leads to mutual shirk in community affairs. There is no effective policy and legal basis for governance,

resulting in ineffective governance. Thirdly, there is a lack of supervision mechanism for community management and operation, and there are problems such as dislocation of supervision subject and object, and single supervision method. It is difficult to restrict the work of the centralized power departments in the governance process. In the real world, because the grass-roots government is constrained by the power of the higher-level government, there are problems in its management methods, and there is a lack of scientific understanding of community governance. Under such circumstances, it is difficult for a scientific urban community governance system to emerge as the times require. The backward management method still plays a role in the current community governance, which is also an important reason for the dilemma of community governance.

4.2 Analysis of the Causes of Problems in Community Governance by Grass-Roots Governments

4.2.1 The function of Grass-Roots Government Is Chaotic

In China's grass-roots communities, the government has long existed problems such as unclear functions, unequal power and responsibilities, lack of government functions, and offside. This has always been a stumbling block to the governance of grass-roots communities in China. Community neighborhood committees and grass-roots governments and community organizations have unclear roles with each other. The main reason for these problems is that the functions of the grass-roots government are chaotic, and there are no clear and definite power lines. Only when the boundaries of power are clearly demarcated can the scope of the government's exercise of powers be determined, to provide a strong guarantee for community governance [13]. Therefore, the premise of effective community governance is the reasonable subdivision of the functions and powers of the government, community organizations and neighborhood committees. In the past, the government appeared as a "ruler" to manage everything in the community. However, with the continuous increase in the number of cities in our country and the continuous acceleration of the urbanization, the past government is no longer suitable for the present. Urban community governance has changed.

The actual needs require the government to adjust its functions on time to clarify its functional positioning.

4.2.2 The Awareness of Residents' Community Participation Needs to Be Strengthened

At present, although the relevant laws have detailed regulations on the rights, channels, and methods of residents' participation in urban community governance. However, the residents still have a negative attitude about participating in community governance, and most residents are passive participants. The main reason is the community is to provide a living condition for residents, people are not familiar with each other, low level of homogeneity, background, education, income levels and other aspects are different. In this case, residents pay more attention to their work and family life, and the community's interests are not strong, resulting in low participation of residents. Due to the influence of traditional community management methods, the grass-roots governments are not active in guiding community residents to participate in community governance. At the same time, residents blindly and passively rely on the government, insisting on obedience and even willing to obey the government's imperative management, to a certain extent. They are reluctant to make changes and are indifferent to community development. The grassroots government lacked interaction and communication with residents, failed to fulfil its due obligations, and failed to play a guiding role. Resident's political awareness is weak, and they cannot keep up with the level of the material development of the community.

4.2.3 Uneven Distribution of Government Finances

Since 1994, the financial system implemented in my country has basically remained unchanged. Financial power is controlled by the central government and the provincial government. The grassroots government is only responsible for handling affairs and lacks financial resources. Due to the uneven distribution of resources, local governments are under financial constraints and unable to meet the needs of the people fully, and unable to meet the needs of the people fully. Insufficient support for the community law to meet the increasing financial and material needs of the community. The grassroots government faces the grassroots, and the implementation

of policies requires the grassroots government. Due to uneven financial distribution, the grass-roots government has insufficient resources, complicated daily affairs, insufficient financial resources, and insufficient funds to help community construction, which cannot meet the new needs of community governance. It is impossible to adapt to the rapid development of community construction, and then form an effective social management system, not to mention social management innovation, and transform into a service-oriented government.

4.2.4 Lack of Scientific Understanding and Grasp of Management Methods

Institutional problems bring difficulties to grass-roots government management. From the perspective of internal reasons alone, there are many problems in the management of grass-roots governments, which need to be solved at present. Firstly, for the government, the management mode is also changing from a management-oriented government to a service-oriented government. However, for some officials, they are accustomed to the original management style, and have achieved some achievements, so they are used to the status quo, afraid of change, and negatively deal with the transformation of the role of the grass-roots government. Secondly, it is unrealistic to implement the single administrative model of grass-roots government for a long time in today's pluralistic society. In order to successfully transform into a service-oriented government, the government should start from all aspects that residents are concerned about and strive to provide the people with satisfactory services. The traditional management system allows the government to control the entire social resources, which makes some officials believe that it is not the people but the government that plays the leading role. There are some officials' brains, and the subsequent management is also wrong. Therefore, management issues are a big problem for grassroots governments. If the problem is not solved, community governance will only stagnate.

5 Countermeasures and Suggestions for Improving Community Governance

With the further development of China's governance

system and governance capabilities, community residents are increasingly demanding community governance. The original grass-roots government's shortcomings and problems in community governance must be changed. In view of the existing problems, this requires the government to change its functions, increase the participation of community organizations, and enhance the vitality of residents' participation.

5.1 Clarify the Positioning of Government Functions

On the one hand, they are transforming government functions. At present, the function of the grass-roots government in community governance has exceeded its functions and positioning. The government is not only "the helm" but also "the paddlers". Government-led community governance has played a huge role in a certain historical period, but under the current situation, it does not meet the realistic requirements of community governance. Therefore, it is of great significance to further rationalize the relationship between the grass-roots government and other community governance subjects, and to clarify the positioning of the grass-roots government. Firstly, the government should return to a relationship of "guidance and assistance, service and supervision" with the community, rather than a relationship of leader and led. The government will hand over the affairs of the community to the community management department, giving the self-governing community organization more macro-guidance to reduce excessive interference in administrative affairs. Secondly, according to the needs of community development, transform government functions, give the community full of autonomy and let the community take on greater social responsibilities. By shifting functions, focusing on the areas of community governance that the government must undertake, and supervising the community governance behavior of other subjects, the vitality of community governance can be released to a large extent, and community governance innovation can be carried out smoothly and orderly. Finally, clarify the respective rights and obligations of the grassroots government and other community governance subjects, and reasonably define the boundaries of each other's powers. The government should not go beyond the border. If it crosses the border, the government's actions are not only invalid, but also bear corresponding legal responsibilities, thus further creating a new situation of

friendly cooperation, equality and mutual benefit between the government and the community.

On the other hand, they are nurturing community organizations. Community organizations are one of the main bodies of community governance, and community residents can use them to achieve self-management and self-service. Community organizations play an indispensable role in community governance activities, such as expressing the wishes of community residents and providing public services for community residents, etc. By taking on the service functions transferred by the government, community organizations can not only help governments get rid of complex social problems, but also provide services that the market is unwilling or unable to provide. Through the government's authorization, the power is returned to the community, and the community endows community organizations with certain autonomy power. Both parties work together to build a society [14]. Finally, the goal of community governance of "government-led, social participation, and residents' awareness" is realized. The government should increase publicity in the society, improve the recognition of the development of community organizations in the whole society, and attach importance to the development of community organizations. The government must provide them with excellent growth space and help community organizations develop better. At the same time, we should also be recognized the important role that community organizations play in community governance. In the practice of community governance, we should provide reasonable and appropriate guidance to community organizations, provide needed services, and jointly help community governance.

5.2 Stimulate the Vitality of Community Residents to Participate in Community Governance

At present, community residents are no longer simply managed and led, but participants in community governance and one of the main bodies of community governance. Stimulating the vitality of residents to participate in community governance can not only improve residents' awareness of public affairs, and increase the participation of residents, but also effectively improve the effect of community governance. The grassroots government should focus on the following

points to stimulate the vitality of community residents to participate in community governance. Firstly, establish a sense of ownership among residents. Build reasonable channels in the community, for example, with the help of community organizations, to express the interests and demands of residents to the government, to improve residents' interests in community governance, to actively participate in community governance, to work together to solve the public problems of the community, and to bring the community area as own home truly. Secondly, formulate an effective resident supervision mechanism to give full play to the supervision role of community residents over other communities' governance entities, organize residents' meetings regularly, evaluate and give feedback on the work content and work effect of the previous stage, and give targeted advice. Thirdly, relevant departments can strengthen publicity, and through various forms of publicity activities, conduct political science popularization among residents, improve residents' political literacy, and encourage residents to actively participate in community governance through various forms of publicity activities. Transform community governance to multi-subject participation, and promote the healthy development of community governance.

5.3 Increase the Inclination of Resources to the Community

The good development of the community is inseparable from the resource support of the grass-roots government. In community governance, the government controls most of the social resources and the human, material and financial resources required for community construction are mainly provided by the government. Talent is the core factor of community development, and the financial support of the government is even more important. Due to the uneven distribution of financial power of the government itself, and this problem cannot be solved by the grassroots government. Therefore, the grass-roots government must tilt resources from other aspects. For example, the government can integrate resources internally to ensure the adequacy of funds to the greatest extent, such as reducing unnecessary government expenditures, and setting up special community support funds to invest in community construction. At the same time, because many people engaged in community work are not professionals and have not received professional training before taking up their jobs, they generally lack

knowledge and have no work experience, so they face difficulties in their work. The government can strengthen the guidance and encouragement of talents, increase the opportunities for community talent training, and promote the growth of talents in the community.

5.4 Actively Innovating Community Governance Management Methods

Clearing the lagging governance system, changing the governance model according to the actual situation, and innovating the governance system have become one of the main tasks of current community governance. This requires the government first to promote the separation of political and social functions. "Separation of government and society" refers to the separation of the administrative functions of the government and the functions of social autonomy through the transformation of government functions [15]. In the community governance process, the government can delegate part of the power to the sub-district offices, strengthen the public service function of the sub-district offices, and build a modern, democratized and scientific community governance system to help the development of community governance, and provide residents with better services. Create a relaxed self-management environment. Clearly defining the responsibilities of self-governing community organizations is a prerequisite for community governance [16]. Within the scope of the law, the comprehensive self-government functions of the community are implemented, such as being free from interference from other organizations, independently deciding on the community's public affairs, and having the right to formulate community rules and regulations within a certain range and supervising the implementation of community public affairs. For example: Wuhan Road Community, Jianxi District, Luoyang City carried out the standardized construction of community management, and set up functional rooms for party member activities, convenience services, contacting the masses, and deliberation and decision-making in the urban community party one-stop service for the masses and strengthen the masses.

6 Conclusion

In short, community governance means that a government gradually transfers part of its power, changes from a leader to one of the governance bodies and returns the political power

that the community should have, guide community residents to widely participate in community governance, and cultivate community organizations to play their role. It is a process in which the function of community self-governance gradually emerges. In this process, the transformation of the functions of the grass-roots government plays a crucial role in the effectiveness of community governance. According to the status quo of social development, the timely and effective transformation of the government functions so that it can quickly adapt to the new changes in society, to establish a normative, legal, efficient, democratic and scientific modern grass-roots government is a key step in achieving good community governance. The transformation of the government from the leader of community governance to the community governance is not only an inevitable trend of social development, but also an inevitable requirement of community governance. It is also a necessary content of the modernization of national governance capacity and the inherent requirement for the construction of a service-oriented government. Community governance is inseparable from the guidance and assistance of the government, and the development trend of community governance must be the joint participation of multiple subjects. Under the joint governance of the government, community committees, community organizations and residents, grassroots communities in China will surely prosper.

Authors' Contributions

Anqi Li designed research, Xinyu Li performed research, and all authors contributed to the writing and revisions.

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