

The Path of Multi-Subject Collaborative Governance from the Perspective of Three Governance Integration

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Abstract—Under the background of promoting the modernization of national governance system and governance capacity, the integration of autonomy, rule of law and rule of virtue has become an important issue in promoting the modernization of rural governance. Through the scientific grasp of the connotation of the three governance and their internal relations, the role of multiple subjects, one of the basic elements of the integration of the three governance, in rural governance is clarified, and it is found that there are practical problems in the collaborative participation of multiple subjects in rural governance, such as low enthusiasm for participation of governance subjects, difficulty in giving full play to the joint efforts of governance, and weak mechanism of multiple participation in governance. Therefore, it is necessary to promote the modernization of rural governance and achieve the goal of good rural governance by improving the participation ability of multiple subjects, building a community of interests of multiple subjects, and optimizing the mechanism of multiple participation in governance.

Keywords— Three fusion ; rural governance ; multiple subjects ; collaborative co-governance.

I. INTRODUCTION

The 19th National Congress of the Communist Party of China put forward the strategy of rural revitalization, placing effective governance at the height of one of the overall goals of the rural revitalization strategy. Rural areas have always been an important field of national political and economic development. Whether rural governance is effective is directly related to the success or failure of national governance modernization. In recent years, the three governance integration governance model represented by Tongxiang, Zhejiang Province has created a new form of rural social governance. On the basis of summarizing the practical cases of three governance integration in various parts of China, the report of the 19th National Congress of the Communist Party of China formally proposed to improve the rural governance system combining autonomy, rule of law and rule of virtue, which has become a booster to promote the modernization of the national governance system and governance capacity. The effective realization of rural governance is inseparable from the joint governance of multiple subjects such as the government, the two committees of the village, farmers, and social forces. Therefore, clarifying the role of these subjects is crucial for exploring the practical difficulties in multiple co-governance and finding the optimal path.

II. THE CONNOTATION OF THREE GOVERNANCE INTEGRATION

In the practice of rural governance, Zhejiang Tongxiang has created a rural governance model combining autonomy, rule of virtue and rule of law. This governance model that promotes the modernization of rural governance takes autonomy as the core of rural governance and can effectively stimulate the endogenous power of villages. Taking the rule of law as the guarantee of rural governance can provide the necessary legal support and a stable and orderly village environment for rural governance; as the basis of rural governance, the rule of virtue can provide moral and cultural support for rural governance. It is an important means to make

up for the excessive rigidity of the rule of law and the excessive flexibility of autonomy. The organic combination of the three has alleviated the drawbacks of the traditional single governance method.^[1]

(1) *Autonomy is the core of rural governance*

Autonomy is relative to ' heteronomy '. As the name suggests, autonomy refers to the role of the governance subject as a manager on the one hand, and on the other hand, as a manager within a certain range. China 's autonomy in rural governance has a long history, in the feudal society due to the lack of a complete bureaucratic system, the imperial power is difficult to sink into the rural society, the formation of the ' squire ' of this particular group of people in rural society to play the role of autonomy. In modern times, with the gradual improvement of the state power system, the regime has continued to sink to the grassroots society, and the state has achieved comprehensive leadership over the grassroots regime. Especially after the reform and opening up, the villagers committee has officially become a grass-roots self-government organization, under the leadership of the party and the government, the villagers truly achieved self-management, self-decision, self-supervision, self-education.

(2) *The rule of law is the guarantee of rural governance*

The rule of law refers to the rule of law. Under the requirements of building a socialist society ruled by law with Chinese characteristics, the rule of law means that the governance of the country must be legalized, standardized and handled according to law. In the rural society, the rule of law is to instill the spirit and will of the law into the traditional customs, ethics and village rules and regulations of the rural society, and to form a legal atmosphere of respecting, knowing, learning and using the law in the rural society. The rule of law contains triple constraints on government power, village committee power and villagers ' personal behavior in grassroots governance. The rule of law plays a fundamental role in rural social governance with its strongest and most reliable characteristics.

(3) Rule of virtue is the foundation of rural governance

The rule of virtue refers to the moral ethics as the main basis of social governance. In rural society, under the influence of Confucian moral thought, local squires and clans often maintain the stability and order of rural society by formulating rural rules and regulations which embody moral and ethical ideas and by the function of moral education.^[2] Modern sense of morality includes not only 'Benevolence, Righteousness, Courtesy, Wisdom and Trust' and other traditional morality, more importantly, it reflects the socialist core values, including professional ethics, family virtues, social merits and other good moral character. In the process of practicing the socialist core values, the unwritten social morality is subtly internalized in the heart, externalized in the line, and slowly integrated into the rule of law, becoming the law in the hearts of the villagers, and better playing the role of the rule of virtue in regulating village affairs and social operation.

III. ROLE POSITIONING OF MULTIPLE SUBJECTS IN RURAL GOVERNANCE

(1) Government: the leading force of rural governance

Whether it is the proposal of the rural revitalization strategy or the implementation of the rural revitalization strategy, governments at all levels are leading the process of rural revitalization and rural governance modernization. With its strong cohesion and organizational strength, the Chinese government plays a leading role in policy guidance, system guarantee, talent cultivation, material supply, urban-rural integration development, spiritual civilization construction, rural governance and other fields. According to the different levels of government, different levels of government's leading role and main responsibilities are different.^[3] The central government has issued the guiding ideology and overall goal of rural revitalization. Local governments are responsible for field research and formulate specific implementation plans for rural governance and industrial revitalization in the region according to local conditions. In the division of specific functions, local governments provide system, talent and capital guarantee, and grass-roots governments are responsible for the rational allocation of resources, supporting and assisting the construction of villages.

(2) Village 'two committees': the link of rural governance

As the most basic party organization in rural areas, the village party branch is the specific carrier of the party's leadership in the grassroots society and the leader and decision maker of rural governance. Although the village party branch is not directly involved in specific rural affairs, it plays an overall role in rural governance. As a grass-roots self-government organization, the village committee plays a bridge role between the government and farmers in rural governance. Most of the members of the village committee are farmers, who are closely related to the villagers. They can best represent the interests of the broad masses of farmers and are the intimate and family members of the villagers. On the one hand, the village committee on behalf of the villagers reflect

the most real wishes and aspirations, and suggestions to safeguard the interests of the villagers; on the other hand, the village committee also plays a grass-roots government's 'agent' role, responsible for conveying the country's 'three rural' policy, to resolve village conflicts and disputes, management of village public affairs. In the process of rural governance, the village committee has always played the role of a link between the upper and lower, as the core of the main force of rural governance.

(3) Farmers: the basic force of rural governance

Farmers are the main body of rural governance. From the perspective of practical subjects, farmers are the main relying force of rural governance and the creator of rural civilization and industrial prosperity. From the perspective of value subjects, farmers are the direct beneficiaries of the modernization of rural governance. They are the masters of the countryside and the root of the "living up" of the countryside. Protecting the livelihood and well-being of farmers is the goal of rural governance. Due to the low cultural level, poor social mobility, backward ideas and other practical factors, the villagers' enthusiasm for participating in village public affairs is not high, and their participation ability is relatively weak. In the face of such a dilemma, we must first cultivate the villagers' sense of ownership and responsibility. Only when they feel that the village is their own village and have a sense of collective value can they truly stimulate their enthusiasm for participating in rural governance. Secondly, cultivate the ability of villagers to participate in village public affairs, through knowledge preaching, field exercises and other forms to let the villagers really have the ability to participate in the discussion.

(4) New squire: the endogenous power of rural governance

Rural elites refer to those who are knowledgeable, capable, prestigious and willing to make suggestions for rural construction in rural society. New rural elites are all those who can influence the development of rural economy and society on the basis of old rural elites, including those who are concerned about, love and build rural society, such as land experts, large farmers, young college students and agricultural experts.^[4] New squire is the inheritor of the excellent culture of rural society, the leader of economic development and the pioneer of effective governance. They can use their resources and prestige in rural society to lead the good family style of neighborhood mutual assistance, develop the rural collective economy to lead the villagers to get rich, cultivate the awareness of ecological civilization to build a beautiful countryside, and cooperate with the village committees to participate in rural governance. Therefore, as the main body of rural governance, the government should formulate various policy measures to make the new rural sages 'willing to return, stay and do well'. First of all, we must improve the talent introduction policy of rural society, do a good job of talent protection, the use of financial, tax, land and other elements to introduce talent, retain talent. Secondly, we should build a talent service platform to make the best use of people.

IV. THE DILEMMA OF MULTI-SUBJECT COLLABORATIVE GOVERNANCE

(1) Low enthusiasm for participation by governing bodies

The participation of multiple subjects is a prerequisite for rural collaborative governance, which puts forward higher requirements for the participation enthusiasm and participation ability of governance subjects. However, in the practice of multi-subject participation, the low enthusiasm of grassroots governments, village committees, farmers and rural elites seriously affects the effectiveness of rural governance. The township grass-roots government is faced with busy administrative affairs such as policy implementation, resource allocation, and superior review. Township cadres are running back and forth between meetings, collating information, investigations, and visits, which seriously restricts the ability of rural governance. The two committees of the village should have been the link force of rural governance, but because of the loss of talents in the village branch, the solidification of the party organization team, the heavy pressure of the grassroots government and other reasons, the actual participation of the two committees of the village in rural governance is low, becoming an administrative subsidiary unit. Ordinary farmers are subject to the level of rural economic development and their own knowledge and ability, resulting in a weak sense of participation. They generally believe that village public affairs have nothing to do with individuals and are unwilling to devote themselves to rural governance. The new rural elites play an important role in the rural governance of 'half-human society'. However, with the growth of rural elites, the motivation of rural elites to participate will be alienated, and there will be bad phenomena such as controlling rural resources and manipulating democratic elections.

(2) Governance synergy is difficult to give full play

In the practice of rural governance, multiple subjects still face the dilemma that it is difficult to concentrate the governance forces. The degree of organization of multiple subjects participating in rural governance is low, because the heterogeneity between multiple subjects is obvious, the value consensus and interest demands are not the same, and the leading core role of the village party branch is not strong. Therefore, in rural governance, multiple subjects will produce various contradictions and conflicts, affecting the effectiveness of governance. Secondly, the resource allocation between multiple subjects is also unbalanced. As a vulnerable group in rural governance, rural areas occupy very few social resources compared with village cadres and rural elites, resulting in their gradual 'aphasia' in rural public affairs. In the process of rural governance, the concept of multi-subject sharing is weak, which is also a major problem. As the master of resources, township governments and village cadres have a low degree of information disclosure, and what is more, the internal digestion of public resources is detrimental to the public interests of villages. The basis of trust and cooperation is the key element and basic premise of rural governance. With the advancement of urbanization and the change of rural basic economic system, the emotional maintenance between

villagers has weakened, and the lack of collective value consensus has hindered the effectiveness of collective cooperation.

(3) The multi-participation governance mechanism is weak

Perfect social governance system is the core of the construction of social governance system. At present, the practice of rural governance is faced with the situation of idle system, unclear power and responsibility, and backward evaluation system. Although the national policy has repeatedly stressed that multiple participation in rural governance, and cannot rely too much on the government as the main body of governance, but in reality, the grass-roots government has absolute material, human and financial resources, still as a pillar of existence, multiple co-governance system to some extent useless. Secondly, the role of the main positioning in the actual situation there will be unclear powers and responsibilities of the situation, the majority of national policies to stay on the guiding significance, in practice is not detailed enough, such as the autonomy of the two committees of the village and the grass-roots government's administrative power boundary fuzzy, autonomous organization of the village committee and the leading organization of the village committee between the power of cross-cutting.

V. THE OPTIMIZATION PATH OF MULTIPLE CO-GOVERNANCE

(1) Improved participation of multiple actors

First, a reasonable positioning of the role of government, building a service - oriented government. In the practice of modern rural governance, the grass-roots government is no longer the controller of the village and the monopolist of resources, but should change its functions, become the coordinator, service provider and supervisor of rural governance, and play its leading role in multiple subjects. Second, strengthen the construction of village party branches, enhance the autonomy of the village committee. As the pilot of rural governance, the village party branch must cultivate the leaders, improve the talent structure and enhance the service ability. The village committee should implement the information disclosure system, continuously strengthen the connection with the villagers, innovate the way of autonomy, and improve the ability of autonomy. Third, cultivate the village collective value consensus and promote good governance of rural society. The most basic requirement of rural governance is to protect the basic rights and interests of villagers from infringement, which requires strengthening rural cultural construction, promoting rural civilization to a new level, stimulating villagers' participation consciousness and participation ability with common value interests, and constantly enhancing villagers' voice.

(2) Building a multi-subject interest community

First, coordinate the interests of multiple subjects. Rural society is a connection based on certain blood, kinship and marriage. Different from urban communities, the relationship between rural subjects is intertwined and complicated. Therefore, it is necessary to comprehensively consider and coordinate the interests of different subjects when dealing with

public affairs. Specifically, it is necessary to create a fair and just participation environment for multiple subjects, guide them to negotiate with each other in the process of governance, benign interaction, and appropriate concessions to achieve a balance of overall interests.^[5] Second, build a multi-interest coordination mechanism. The key to the success of the modernization of rural governance is how to establish a fair and reasonable interest coordination and distribution mechanism in the specific governance practice. In order to prevent the phenomenon that a certain governance subject's 'dominance' leads to the virtualization of multiple governance, we should broaden the channels of rural communication, establish a sound interest expression mechanism, and strengthen the dialogue between different governance subjects through communication.

(3) Optimizing the multi-participation governance mechanism

First, consolidate the foundation of multi-participation mechanism. We will accelerate the construction of weak links in infrastructure, further improve the infrastructure network, enhance the three-dimensional internal and external service capabilities, and ensure that infrastructure can play a significant supporting role in the operation of multiple participation mechanisms. Establish a multi-level support system, and continuously cultivate governance subjects and even governance objects with support capabilities, so as to ensure the effective optimization of multiple participation mechanisms in rural governance. Second, optimize the relevant mechanisms of multiple participation mechanism. Improve the return mechanism of funds and elites, accelerate

the construction of rural financial system, increase the risk compensation of rural credit investment, optimize the rural investment environment, and create a good economic environment for the effective operation of multiple participation mechanisms.

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