Reducing Burden and Empowering: Discussion on Digital Transformation Path of Grass-roots Governance

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Abstract: In the process of grass-roots governance, we are faced with such high load dilemmas as stripe-block division, unequal rights and responsibilities, fragmentation, etc. In this context, to reduce the burden of the government, one feasible and effective reason is to promote the overall organizational structure, system reform, process reengineering and human-machine restructuring through the digital transformation of grass-roots governance. Embed the digital governance concept into the grass - roots governance process, and embed the digital governance means into the grass - roots governance decisions, so as to improve the administrative execution, service for the people and emergency management capabilities of grass - roots governance.

Keywords: burden reduction and empowerment; grass - roots governance; digitalization

1. Introduction

Digital transformation is a necessary means to build responsiveness and service-oriented under the background of rapid information and communication technology, and it is an important measure to promote the modernization of national governance system and governance capacity, while grassroots governance is an important aspect of national governance. The grass-roots government bears the power expected by the people and the pressure of higher-level assessment. How to improve the efficiency of grass-roots governance under the face of fragmentation and multiple objectives is the current research focus of grass-roots governance. Therefore, exploring the digital transformation path of grass-roots governance plays an important role in effectively giving energy to the grass-roots government to reduce the burden.

2. High load dilemma in grass - roots governance

2.1. Contradiction between stripe-block division and overall coordination

In the process of designing the bureaucratic organization in China, the organizational structure of the linear function system has been adopted, which has constructed two management paths of the government, namely," tiaotiao " management and " kuaikuai " management. Grass roots governments are under pressure from two aspects: on the one hand, vertical management pressure with the same responsibilities divided by power from top to bottom; On the other hand, it is the horizontal management pressure of localized management divided by geographical regions from left to right. Under this organizational structure, the grass - roots government will inevitably face the problem of multiple leaders and unclear powers in the process of governance. This problem is exacerbated by the blocked information and poor communication within the organization. In order to improve the grass - roots governance capability, and promote the modernization of the grass - roots governance capability and governance system, it is necessary to coordinate all departments and regions. However, due to the fragmentation, the grass - roots government is constantly pressured by the repeated and chaotic work tasks from multiple sources, resulting in a vicious circle of constant pressure and low efficiency.

2.2. The contradiction between limited rights and unlimited responsibilities

Grass roots governance is the last mile of national governance and the most prominent part of the implementation capacity in the national governance system. Grass roots governments face the people

directly and assume the most basic administrative responsibilities of administrative execution, serving the people, General Management, contradiction coordination, etc., but there is a serious problem of unequal rights and responsibilities in the specific implementation process. Because our government adopts the principle of aligning the top and bottom in the process of vertical organization design, the same organization is set up from top to bottom, but the relationship between Superior and subordinate government is between management and obedience, supervision and implementation. There is a negative correlation between the right granting and responsibility undertaking between the superior and subordinate departments, which causes the grassroots government to face heavy pressure, but there is no corresponding legitimate right processing, and they can only report to Superior government. Such transaction processing program and division of rights and responsibilities will not only cause the government agencies to be miscellaneous, weaken the incentive effect on grassroots-government staff, but also increase the overall work tasks of the government, especially the grass - roots government.

2.3. The dilemma of governance fragmentation

First, the governance subject is fragmented. Grassroots governance includes not only the governance of national grass - roots political organizations, but also the governance of autonomous organizations, including county and township governments, urban residents ' committees, rural residents ' committees, and various social organizations. Polycentric governance brings vitality to grass - roots governance, but also brings fragmentation dilemma of governance with multiple subjects, multiple goals, and multiple tasks; Secondly, manage resource fragmentation. The fragmentation of grassroots governance resources is mainly reflected in two aspects. One is the fragmentation of governance power, that is, grassroots governance solves most of the non procedural problems, but the power of grassroots governance is limited procedural power. The more grassroots governance is, the more limited its discretion is. The other is the fragmentation of governance information. Although grassroots governments have vast and basic information in their respective jurisdictions, However, in the process of grass - roots governance, it is still inevitable to do a lot of repetitive information collection and processing work. The source is that the massive information is not systematic in the process of grass - roots governance, showing the characteristics of fragmentation.

3. Digital transformation of government

Different stages of social development have different ways of governance. At present, human beings have transitioned from an agricultural society and an industrial society to an information society. The information society is accompanied by the networking of social life, the rapid transmission of information, and the complexity of governance issues. Therefore, under the background of this era, the government must adapt to the laws of social development and actively seek change. In January 1998, Al Gore, the former Vice President of the United States, delivered a speech entitled " Digital Earth - Understanding of the Human Planet in the New Century " at the opening ceremony of the California Science Center, and first proposed the concept of " Digital Earth "[1], The concept and practice of " digital " governance continue to emerge. Zhejiang Province in China first carried out the governance transformation of " All in one go ", Shanghai carried out the reform of " Unified online government service", and Guangdong Provincial Government carried out the reform of " digital government ", all of which are exploring local plans for digital governance and carrying out the digital transformation of government governance.

The digital transformation of the government is not simply to show the government information in a digital form or equip the government with digital governance tools and equipment, but to reconstruct the entire government ' s organizational structure, institutional system, process setting, human - computer relationship, and thinking mode, and carry out an all - round transformation.

3.1. Organizational Construction of Government Digital Transformation

3.1.1. Organization

The main purpose of the government ' s digital transformation is to adapt to the development of the information society and improve the effectiveness of governance. The biggest problem in the information society is the problem of information isolated islands. To solve this problem, we need to promote the realization of platform governance and break the barriers between departments. A prominent feature of the digital transformation of the government is that organizations at different

levels and in different regions are gathered together through the Internet platform to integrate departments with the same functions and businesses, break the departmentalism and sectarianism, promote information sharing, resource sharing, and integrated governance. The digital transformation not only provides the foundation for the reform of the organizational structure, but also promotes the realization of the reform of the organizational structure. The result must be the transformation of the organizational structure from a pyramid to a flat, the number of organizations reduced, and the efficiency improved.

3.1.2. System

The transformation and change of the organization must be a comprehensive change. With the adjustment and change of the organizational structure, there must also be a supporting system set up, so that the digital transformation of the government has laws to follow. According to the external manifestations of the formal system, the system and governance system are mainly divided into: legal system, intra party laws and regulations system, laws and regulations system (including administrative regulations, departmental rules, local regulations, local rules, etc.), policy system, etc. according to the degree of institutionalization and legalization.[2]

Through the establishment of these formal systems, the government at all levels will be inspired to carry out digital transformation, speed up the construction of digital transformation facilities, and generate digital transformation political identity from top to bottom.

3.1.3. Process reengineering

The digital transformation is based on 5G, big data, cloud computing, the Internet, artificial intelligence and other digital means and platforms, creating conditions for government process optimization and reengineering. The traditional government office Procedures is to examine and approve level by level from bottom to top in the form of paper documents. Cross department business needs to be handled one by one in order. However, in the digital context, it has the ability to quickly spread information and quickly process massive information, changing the office process. First, the office path is changed from series to parallel. Through the automatic order dispatching procedure, the business can be directly sent to the corresponding department for processing, and finally the feedback can be integrated to promote the efficient processing of horizontal business. Second, the office concept changes from late perception to pre determination. Through information integration screens and algorithmic computing means, the government ' s pre determination ability can be improved, and the traditional problem - solving governance mode can be changed into situational pre judgment governance mode.

3.1.4. Human-machine reconfiguration

In human society, from the agricultural society to the industrial society to the current information society, the organizational personnel have also experienced a cognitive transformation process from a complete lack of understanding of digitalization, to the ability to use digital equipment, and now to the digital concept. Therefore, the process of digital transformation is a unified process of complete digital facilities and sound digital concept of personnel. On the one hand, it is necessary to promote the improvement of facilities, such as the construction of government platform websites, the install of high - definition cameras, the improvement of video intelligent Al analysis technology, etc. On the other hand, it is necessary to strengthen the digital awareness of government staff and improve their digital governance capabilities. The algorithm is regarded as a technical colleague, and the data is embedded into the whole process of government governance as a governance resource.

4. Theoretical Perspective and Local Practice of Government Digital Transformation

4.1. Theoretical perspective - holistic governance perspective

The fragmentation dilemma in grass - roots governance is mainly the fragmentation of power system, interest demands and spatial structure.[3] The holistic governance is an important way to solve the fragmentation problem of grass - roots governance. The fragmentation of government governance, especially the fragmentation of grass - roots governance, is a legacy of bureaucratic organizations. It has the characteristics of stripe-block division and clear authority, which also make the government departments highly functional. On this basis, departmentalism, shifting problems, goal conflicts, Lack of communication and other issues are not conducive to the improvement of governance effectiveness after the organization has developed to a certain stage. On the premise that the current bureaucratic

organizational form is still the most appropriate form for organizational development, the digital transformation of the government provides ideas for breaking the fragmented governance and promoting the overall governance.

Hicks, a British administrative scientist, put forward the concept of " holistic government " based on his critical thinking on the functional organization theory. Later, scholars developed the theory of holistic governance. The government ' s digital transformation is a positive practice of holistic governance: unified platform governance brings all grassroots governance entities into a digital platform, Sort out the business process, improves services, and integrates structures, breaking the shackles of departmentalism; The fusion platform information integrates scattered data resources and shares them after overall analysis and processing, which improves the utilization efficiency of information. It can be said that the digital transformation of grass - roots government provides technical support and conceptual support for the development of the government towards integrated governance through the integration and sharing of main businesses and information resources.

4.2. Digital transformation practice of grass - roots governance

4.2.1. Rural area :" four platforms of grassroots governance " model in Yangxunqiao Town

In 2016, Zhejiang Province launched the practical exploration of " four platforms of grassroots governance " in Yangxunqiao Town, Keqiao District, Shaoxing City, as a pilot city. Specifically, the four grass - roots governance platforms of Yangxunqiao Town are to integrate the key issues of comprehensive governance, market supervision, comprehensive law enforcement, and convenience services into the " four platform integrated information system ", a grass - roots application platform, for unified treatment.

In terms of organizational structure, the " four platforms " classify organizations with similar functions, overlapping responsibilities and close collaboration and their corresponding work items, form a " four platforms " comprehensive information system, implement the "4+ X " function integration model, and realize the sharing of personnel, information, equipment and other resources in grass - roots governance through the combination of super department system and digital transformation, Promote the settlement of all dispatched offices, staff and assessment mechanisms of grass - roots organizations[4]; ln terms of institutional system, Yangxunqiao Town has formulated and issued a series of documents, so that the construction of the four platforms has laws to follow; in terms of process reengineering, Yangxunqiao Town has achieved a hierarchical, time limited and linked transaction processing process through automated order dispatching, visual command and big data research and judgment. First of all, the affairs uploaded by the grid staff are divided into three levels: district, town and village. The affairs that can be handled in the village and town will be delegated. The village and town will handle the feedback within 5 working days as required. If they can ' t deal with it, they will report it level by level on the platform. After analyzing the matter, they will deal with it in the way of three - level linkage at district, town and village levels or linkage of comprehensive governance sector, market supervision sector, comprehensive law enforcement sectorand convenient services sector, changing the original isolated, closed and serial governance process; In terms of personnel restructuring, they classify the grass - roots administrators into the four platform governance system, provide them with network specific training, master the ability to collect and process digital information, and improve work efficiency.

Through the digital transformation of rural grassroots governance, Yangxunqiao Town has made bold reforms in organizational structure, institutional system, process reengineering and personnel restructuring. It has unified fragmented resources and massive tasks in the four platforms of grassroots governance through digital means, and created a pioneer in digital transformation of rural grassroots governance in villages and towns. After the pilot, it has been rapidly promoted in Zhejiang Province.

4.2.2. Urban : Shanghai ' s model of " Unified online government service"

The so - called " one network unified management" refers to the use of real - time online data, the Internet, big data, cloud computing, artificial intelligence and other modern scientific and technological means to help city managers find problems, connect needs, study situations and prevent risks in a timely and accurate manner, so as to solve the most prominent problems at the lowest level, at the earliest time and at the lowest cost, and achieve online and offline synergy and efficiency set an event to achieve the best comprehensive governance efficiency ; The so - called " all in one network " refers to " relying on the integrated online government service platform, through standardizing online service standards, optimizing online service processes, building a unified Internet government service portal, integrating government service data resources, improving supporting systems and other measures, promoting online processing of government service matters, and promoting enterprises and the masses to log in only once to do business online."

Shanghai adopts the digital governance model of " one network for unified management " and " one network for all ", which is a new platform governance model. Modern digital tools are used to combine the government business supply with the public service demand, reflecting the internal logical innovation of grass - roots governance. Specifically, first of all, through the " one network ", namely the government portal website, the innovation of grass - roots organizations has been achieved. In the governance process, the government service will be transformed into an online mode through the Internet platform, and the original fragmented organization will be integrated into an integrated office. On July 1,2018, the " One Network Office " platform was officially launched on the " Shanghai, China " portal.46 municipal functional departments, 16 district level governments, and 220 street and town online service projects were all settled and launched, initially establishing the " One Network Office " online service platform covering city, district, and street management.[5] ln this way, government business integration and information sharing at different levels and departments can be realized. Secondly," general serve" and " unified management " have promoted the improvement of grass - roots governance processes." Connecting " and " unifying " reflect the integration of business processes, avoid the phenomenon of stripe-block division in grass - roots governance, and all departments and levels are interconnected to handle events in a coordinated manner. At the same time, digital means are used to obtain urban governance information, and improve the overall governance efficiency on the basis of correct decision - making.

Two examples of digital transformation of grassroots governance show different characteristics. The " four platforms of grassroots governance " model of Yangxunqiao Town embeds the concept of digital governance into the process of grassroots governance, and the " Unified online government service " model of Shanghai embeds the means of digital governance into the decision - making of grassroots governance.

5. The realization path of reducing the burden and enabling grassroots governance through Digital transformation promotes

5.1. Reducing the burden

5.1.1. Platform connectivity, data can be shared

Break the departmental barriers and space restrictions of information sharing. From the perspective of grassroots government, digital transformation can promote the establishment of " shared information base " of population, land, enterprises and other contents through the platform, open up the internal information channels of the government, and reduce the repetitive information collection and processing work of grassroots governance; From the perspective of the public, the sharing of government materials can reduce the number of times citizens and enterprises submit repetitive materials, simplify the process, open up external information channels between the public and the government, and also promote the participation of multiple subjects in information collection.

5.1.2. Clear authority and responsibility, achieve visual effect

The digital transformation of grass - roots governance can improve the ability of inter departmental joint office work, but this does not mean that the division of labor and cooperation between departments is a negative collectivism. On the contrary, it is precisely because of the digital transformation that the tandem work procedures can be parallelized, and it is more possible to analyze the rights and responsibilities of departments and work results through digital means to avoid unclear rights and responsibilities Multi leader.

5.1.3. Break the fragment, achieve integrate governance

The digital transformation brings multiple businesses of grassroots governance, comprehensive information of people, and multiple levels within the government into the unified governance platform. Through centralized processing in the online government affairs hall, it integrates fragmented businesses, information, and resources, creates an integrated governance path with multiple subjects, vertical and horizontal intersections and departments, and breaks the fragmented governance model. Reduce the governance barriers caused by bureaucratic shortcomings, increase the overall power of grass - roots governance, and improve efficiency.

5.2. Enabling the power

5.2.1. Improve administrative execution ability

The two key elements to improve the implementation capacity are " goals " and " resources ". The problem of traditional grass - roots governance is that there are " target substitution " and " insufficient

resources " in the implementation process. The digital transformation of grassroots governance, especially the setting of automated dispatch orders, has reduced the probability of target deviation in the process of administrative implementation. The process monitoring of platform governance can achieve the timely correction of deviation. At the same time, a clear task orientation can motivate grassroots staff more than fuzzy tasks; After the digital transformation, promoting information sharing and decentralization can effectively solve the problem of insufficient resources in the process of grass - roots governance, and solve the problem of poor service quality and efficiency at the grass - roots level.

5.2.2. Improve the ability to serve the people

Building a " service - oriented government " is the goal of China ' s government reform, and public satisfaction and openness of government affairs are important indicators to evaluate service - oriented government. The two are the combination of grass - roots government ' s initiative to improve its ability to serve the people and external supervision to force grass - roots government to improve its ability to serve the people. Through internal business process reengineering, the digital transformation of grass - roots government can effectively reduce the masses ' business processes, respond to diversified and heterogeneous public needs, promote the efficiency of work, and improve the people' satisfaction; Through the construction of digital government to adapt to the development of the digital era, we can the improve the openness of government affairs, and strengthen external supervision while improving internal supervision.

5.2.3. Improve emergency management capability

At present, China is in an era of coexistence of traditional security problems and non - traditional security problems. The previous problem oriented and problem - solving grass roots government governance methods are no longer adapt to the development of the times. Inparticular, the grass - roots government is the last kilometer of political power, and the basic governance is the key to national governance. It is necessary to establish a future oriented governance concept, Predictive governance concept. On the one hand, the digital transformation of grassroots governance can improve the government ' s ability to predict through data research and judgment; on the other hand, it can make accurate decisions through big data analysis through data traces, and on this basis, establish plans, quickly respond, and improve emergency management capabilities.

6. Conclusions

Grass-roots governance is faced with high load dilemmas such as stripe-block division, unequal powers and responsibilities, fragmentation, etc. Under such a background, a feasible and effective reason to empower burden reduction is to promote the overall organizational system reform through the digital transformation of grass-roots governance, and promote process reengineering and human-machine reconstruction embedding the concept of digital governance into the grassroots governance process, embedding digital governance means into grassroots governance decision-making. From the perspective of holistic governance, data can be shared through the platform, to promote the clear rights and responsibilities between departments, so as to achieve visualization of results, break fragmented governance and reduce burdens for the grassroots governance.

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