

# A Probe into the Modernization of Rural Governance Structure in Ethnic Regions in the New Era

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**Abstract:** China has entered a new era, and problems in ethnic areas have become prominent. The structure of "township governance and village governance" in ethnic areas can no longer meet the needs of rural modernization, and it is difficult to effectively provide social integration and motivation for the main body to participate in governance. The structure and action of rural governance in ethnic areas increased dispersion increases the risk of failure of rural governance. The modernization of the rural governance structure in ethnic areas needs to fully grasp the inherent requirements for effective governance, strengthen the leadership function of the grassroots party organization, the social management and public service functions of the grassroots government, the grassroots social autonomy, the economic development function, and the social organization function, and actively adapt to and leading changes in the characteristics of rural actions, strengthening structural social integration, using strong structure to promote orderly actions, and orderly actions to promote effective governance.

**Keywords:** ethnic regions, rural governance, modernization

## 1. Introduction

As socialism with Chinese characteristics enters a new era, the modernization of rural society in ethnic areas has intensified, and the accompanying governance transformation issues have become more urgent. The first thing to do is to adjust and innovate the governance structure. In the new historical development stage, the transition from "simplified governance" to "refined governance" has become a typical feature of rural governance changes in ethnic areas. The presence of the party committee, the government, the society, the market, and the individual is a combination of rural governance in ethnic areas. The characteristics of rural governance can no longer be considered simply by administrative or autonomous thinking. Scholars have increasingly noticed that the discussion of rural governance structure in ethnic areas must go beyond the limitations of the dual framework and return to the reality of the presence of multiple subjects in rural governance. In the rural society in ethnic areas where multiple governance entities coexist, whether governance entities can truly act and how to act in an orderly manner has become the basic prerequisite for effective governance and the key to truly achieving "multiple co-governance"[1]. In this regard, from the perspective of governance structure, creating structural conditions for the orderly participation of multiple governance entities in governance has become an approach to investigation. That is to say, taking action and structure into the analysis perspective at the same time, discussing the structural mechanism of "multiple co-governance" from the perspective of structure and action mutual construction.

## 2. The structural dilemma of "township government and village governance" in ethnic areas is prominent

The speed and direction of the modern transformation of the rural governance structure are not only the result of the interaction of multiple factors, but also a reflection of the interaction between the new pattern of practice and the structure of "township governance and village governance". The outstanding feature of the governance structure of "township government and village governance" is that the country's most basic level of power is set up only in townships, and villagers' autonomy is implemented below townships[2]. As a result, a rural grassroots management system with dual coexistence of township administration and villager autonomy has been formed. There are two relatively independent powers in this system: one is the top-down state power, which is manifested in the administrative power of the township government, and the other is the power of villagers' autonomy contained in the

rural society. The structure of "township governance and village governance" internalizes the concept of organic connection between the country and society, and cooperation and co-governance, which is intuitively manifested in the specific institutional settings and organizational structure of the township and the village.

"Township government and village governance" constituted a governance system in which government and society were separated, administration and autonomy were separated, and party organizations were connected. The Communist Party of China is embedded in the structural design with the role of leader and guarantor. In theory, its main responsibility is to lead and ensure that "township government" and "village governance" exercise their powers in accordance with the law. In fact, the township party committees, people's congresses, and the government form a "triad" political structure at the township level. The village-level party organization directly leads the village-level governance, and the village-level party organization, village committees, and collective economic organizations form a village-level autonomous structure. Theoretically, the village committee is the organizer of autonomy and mainly undertakes the functions of villagers' autonomy. But objectively speaking, as an overall national institutional arrangement, villager autonomy is itself a part of the construction of a modern state. The legitimacy of village committees, in addition to empowering villagers from the bottom to the top, first benefits from the top-down state empowerment. The village committee is both an administrative agent and an autonomous agent. This empowering logic and agency relationship shows that the village committee has become a bridge and link connecting the township government and the villagers, and has the dual functions of "opposing the top" and "opposing the bottom". It is both the organizer of "village governance" and the successor of "village politics" is the linker of "village politics" and "village governance". In this way, the "administrative body" of the rural grassroots society is actually formed from the township to the village committee, and the "self-government body" of the rural grassroots society is formed from the village committee to the villagers. The "convergence body", the "administrative body" above it, and the "self-government body" below it, have the characteristics of a linear structure of "government from the top to the bottom". This linear structural feature of "government under administration" has its inherent structural dilemma, that is, the "administrative potential" is strong, and the structural balance is at risk of being broken by the "administrative potential" at any time.

Socialism with Chinese characteristics has entered a new era. The structural dilemma of "village governance and village governance" in ethnic areas has become more prominent. The reasons are three aspects: first, the transformation of rural governance structure in ethnic areas cannot keep up with the pace of rural social changes. Although the practical exploration of rural governance innovation has never stopped, from a national perspective, the overall governance structure of rural villages in ethnic areas is still "village governance and village governance", and its linear structure has not changed, and the pattern of strong administration and weak autonomy is still no change. Insufficient reflections on the system of rural grassroots social governance in ethnic areas, the lack of timely completion of the system, and the inability of institutional changes to keep up with the pace of social changes, the rural governance dilemma is more essentially reflected in institutional consequences. Second, the ecological changes in rural governance in ethnic areas are more conducive to administrative potential. With the deepening of rural modernization, practical problems such as the diversification of rural social interests, the complexity of contradictions, the "hollowing" of villages, and the "atomization" of farmers have increased the risks and difficulties of rural governance. At the same time, the country's comprehensive national strength has been significantly enhanced, and the common awareness of national rejuvenation has been significantly improved. The building of a strong country has become an ardent call of the people, and the country's social integration and resource concentration have been further strengthened. In this case, whether it is due to the actual demand for effective rural governance in ethnic areas or the need for the construction of state power, the administrative potential will inevitably prevail. Third, the advancement of national strategies such as "precise poverty alleviation" and "village revitalization" has further strengthened the legitimacy of administrative subsidence. The implementation of the national strategy is based on the country's resource input, and the way of resource allocation has a profound impact on the power structure and operation mode of rural governance. Under the strategic pressure of time-limited advancement, the institutional orientation and institutional potential of the administrative system have been increasingly strengthened and commonly used. The accelerated completion of the targeted poverty alleviation task and the accelerated promotion of the rural revitalization strategy are the background and social motivation of the "overdensification of power" in rural society in ethnic areas.

### **3. Intensified separation of structures and actions in ethnic regions**

Socialism with Chinese characteristics has entered a new era, in the realities of individualized rural villages, the complication of the identities of rural residents, the non-agriculturalization of the main source of income for peasant families, the diversification of peasant lifestyles and needs, and the dual separation of peasant identity space and living space[3]. Therefore, the linear structure characteristics of "township governance and village governance" in ethnic areas can no longer meet the real needs of complex rural governance, and it can't effectively absorb and stimulate rural governance actions. The separation of the structure of "township governance and village governance" and rural actions in ethnic areas has intensified. Mainly manifested in:

#### ***3.1 The development of individualized rural society in ethnic areas poses challenges to rural governance***

Individuation is a typical feature of modernity. In the process of rural modernization transformation in ethnic areas, the characteristics of rural individualization have become more and more apparent. The typical characteristics of individualization are that the individual's subjectivity is enhanced, the awareness of rights is increased, and the spirit of freedom grows. The individual's thoughts and actions are greatly reduced on the pre-given group and the management system. The process of individualization is accompanied by the process of dispelling authority and weakening social control. The development of the individualization of Chinese rural society is gradually deepened by the overall characterization of the "atomization" and "hollowness" of villages, due to historical and cultural factors and the role of a series of measures such as the reconstruction of rural life communities and the reconstruction of rural governance communities in the new era. It is unlikely that the individualization of Chinese villages will appear in the individualized state of Western society[4]. However, the problems of reduced rural identity, the separation of the internal structure of rural society, the dissolution of rural authority, and the reduction of rural action capacity brought about by the development process do indeed cause problems at this stage. Rural governance has brought huge difficulties and challenges.

#### ***3.2 Insufficient capacity of villages to act in accordance with the law***

Democracy and the rule of law are the "two legs" that support the construction of a modern state and the continuous advancement of a democratic society. In the process of individualized development of China's rural society, the country is currently at a stage where traditional rural authority is dispelling and new informal authority is difficult to form. The level of rule of law in rural governance in ethnic areas is not high, and rural actors' awareness of the rule of law is still relatively weak. The ability to govern and participate in governance according to law is not strong.

#### ***3.3 Insufficient inducing power and weakening of farmers' subjectivity***

In the new era, farmers in ethnic minority areas have higher levels and quality of public services. There is a large gap between the level and quality of public services in the fields of education, medical care, and elderly care in rural areas and the needs of farmers. In addition, the lack of economic development in rural areas makes them migrant workers. Leaving home to start a business is still a common choice for most farmers. The rural governance system in ethnic areas is insufficient to meet the people's desire for a better life, and the inducing power to dominate rural actors is not strong. Fleeing from the countryside in life and holding the countryside in terms of identity have become the typical living conditions of most farmers in this era. This state makes it even more difficult for farmers to dilute the daily routine of rural governance and even more difficult to protect the countryside as their homes. The peasants do not regard themselves as the masters of the villages, which further weakens the ability to act in rural governance in ethnic areas.

### **4. Exploration of rural governance in ethnic areas**

Based on the objective reality of increasing rural separation in ethnic areas, to promote the modernization of rural governance structures in ethnic areas, it is necessary to take the initiative to take care of and respond to the respective characteristics and diverse needs of multiple governance entities, fully understand and grasp the internal requirements for effective rural governance in ethnic areas, and

build effective a structural mechanism that facilitates the active actions of various subjects.

#### ***4.1 Strengthen the leadership function of grassroots party organizations***

The most essential feature of socialism with Chinese characteristics is the leadership of the Chinese Communist Party. The design and construction of rural governance structure in ethnic areas in the new era should be developed around this essential feature, and the strengthening of the leadership of the party organization will be deeply embedded in all aspects of rural governance in ethnic areas through the design of governance structure. Through party building, it is ensured that rural governance in ethnic areas will proceed in the right direction, and the realization of "people-centered" at the grassroots level will be ensured.

#### ***4.2 Strengthen the social management and public service functions of the grassroots government***

Engels believes: "political rule is everywhere based on the implementation of a certain social function, and political rule can only be sustained when it performs its social function." It is the legitimacy of the modern state for the government to provide public services to citizens. Regardless of whether it is for the construction of state power or to meet the grassroots people's expectations of security, stability, fairness and justice, the social management and public service functions of grassroots governance should be strengthened.

#### ***4.3 Strengthen the autonomy of grassroots society***

Grassroots democratic autonomy is the core value of grassroots governance. The core of grassroots democracy is to ensure that the people exercise their democratic rights in accordance with the law, such as the right to vote, the right to know, the right to participate, and the right to supervise, through direct democracy as much as possible. Practice has shown that the strengthening of the function of grassroots society's autonomy should be performed by specialized agencies, and function conflicts and role conflicts should be avoided as much as possible to prevent the autonomy space from being over-compressed and the autonomy function being inhibited[5]. To achieve this, the independence of autonomous institutions and anti-interference design should be ensured in the governance structure.

#### ***4.4 Strengthen the development of economic functions***

The village is a regional complex with natural, social, and economic characteristics, and has multiple functions such as production, life, ecology, and culture. For a long time, because many village collective economic organizations and village committees in ethnic minority areas have implemented the "two brands, one team" organizational form, the functions of economic organizations have been overwhelmed by administrative affairs. The organization method of the rural collective economy directly affects the governance method, and the effective economic development constitutes the basis for the effective rural governance. Therefore, the design of rural governance structure in ethnic areas should fully consider its economic functions and pursue the specialization of institutions and personnel.

#### ***4.5 Strengthen organizational functions***

"After China's rural individualization has experienced the de-embedding of the original rural social governance system, what needs to be resolved is how to construct a new governance system to accommodate and organize rural individuals again while maintaining the autonomy and independence of rural individuals." The huge challenge and important mission that regional and rural individualized development brings to rural governance is the reorganization of rural society. How to enrich the "organizational menu", "construct a multiple nested system of 'individual-organization'", organize more people on the basis of individual voluntary choice, and form an organizational order that is conducive to effective rural governance in ethnic areas is the rural governance structure The important content that needs to be considered in the construction.

Based on the above understanding, the modernization of rural governance in ethnic areas needs to accelerate the formation of an institutional mechanism that integrates the interaction of multiple subjects and multi-functions. In this sense, the direction of the modernization of the rural governance structure is to accelerate the formation of a "one core and multiple" compound governance structure, that is, to establish a network structure that organically combines the "one core leadership" and the

"multiple action centers." The unified leadership core means to further strengthen the overall leadership of the Chinese Communist Party in rural governance from the leadership system, and truly play the role of overseeing the overall situation and coordinating all parties. The multi-action center refers to the establishment of a separate organization, clear functions, and rationality as the goal, centering on the general requirements for effective rural governance, setting up governance institutions by function, and forming an action center with unified leadership and division of responsibilities. As a result, a pattern in which the party organization is the leader, the management and service subjects, the autonomous subjects, the economic subjects, and the supervisory subjects act separately. The relationship between "unary leadership core" and "multiple action centers" is the relationship between leadership and dominance, direction and concreteness, organization assurance and implementation, and the relationship between multiple action centers is equality, collaboration, and co-governance.

## 5. Conclusion

As socialism with Chinese characteristics enters a new era, the openness of rural areas in ethnic minority areas has increased, and the complex social characteristics of rural communities have become more apparent, and individualized development has become more prominent. It promotes the orderly participation of multiple stakeholders in rural governance, and objectively requires construction to be highly absorbing and open composite governance structure. On the whole, rural governance in ethnic areas should implement the "people-centered" ideology, establish governance for the people's value orientation, goal-oriented governance results shared by the people, and governance relying on the people's path orientation. In this sense, the modernization of the rural governance structure in ethnic areas should be based on highlighting the subjectivity of the people.

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