

Research on the Model of Community Police Embedding in the Grassroots Comprehensive Governance of M District

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Abstract: Strengthening the integration of community police into grassroots comprehensive governance has become an important police work task for Ningxia Hui Autonomous Region in the next five years, as well as a key part of its grassroots comprehensive governance. Community police have also emerged as a core subject embedded in the grassroots comprehensive governance of the region. Taking M District, the nation's largest ecological resettlement area, as the research field and its "135" grassroots governance model as the research content, this paper explores the paths for community police in Ningxia to embed in grassroots comprehensive governance.

Keywords: Community Police; Grassroots Comprehensive Governance; M District; 135 Model

1. Introduction

The Circular on the Five-Year Action Plan for the Upgrading of Urban Community Service Complexes in Ningxia Hui Autonomous Region (2023-2027) states that it is required to "improve the quality and efficiency of police and public security functions, highlight the community public security prevention and control function, deepen the construction of standardized police rooms, dynamically implement the entry of community police into the two committees of communities, and promote the in-depth integration of community police work and community governance. The police force gap should be filled, the model of "one police officer and two auxiliary officers per grid" should be further promoted, and the professionalization of community police should be actively advanced. Community police should fulfill the five major responsibilities: administering the actual population, understanding social conditions and public opinion, organizing safety precautions, maintaining community order, and serving residents in the jurisdiction. A community emergency management mechanism that integrates peacetime operations and emergency response should be established, risk prevention and control should be strengthened, and daily inspections should be carried out to ensure that potential risks and hidden dangers are prevented at the source, detected at an early stage, and handled in a timely manner. Strengthening the integration of community police into grassroots comprehensive governance has become an important police work task for the autonomous region in the next five years and a key component of its grassroots comprehensive governance, with community police serving as a core embedded subject in this work.

The "135" grassroots governance model of M District in Ningxia is named after the numbers "1", "3" and "5", which respectively represent institutional innovations in three governance dimensions: grid-based service and management, three-level comprehensive governance at the district, township and village levels, and the integrated development of the "Five Governance Approaches". This paper sorts out and summarizes the basic practices and experience of M District's "135" grassroots governance model in the above three aspects. By deconstructing the governance practices of this model, it explores the roles and functions of community police in serving grassroots social comprehensive governance, as well as areas that need further improvement.

2. Community police embedding in grid-based service and management

M District has promoted rural grid-based service and management since 2019. In 2019, the General Office of the District Committee and the People's Government of M District issued the Opinions on Promoting Rural Grid-Based Service and Management and Strengthening and Innovating Social

Governance. In 2020, it successively issued supporting policy documents including the Task Division Plan for Promoting Rural Grid-Based Service and Management and Strengthening and Innovating Social Governance in M District, the Operation Guidelines for Grid Workers of M District (Trial), and the Measures for the Management and Assessment of Grid Workers of M District (Trial), which specified the tasks, division of work and assessment criteria for grid-based service and management in detail.

2.1 The role of the "one police officer per grid" working mechanism in grid-based service and management

Grid workers are the core component of grid-based service and management, acting as a bridge and link between different members within a grid. For M District, an ecological resettlement area, the daily work of rural grassroots is complex and diverse, with a shortage of grassroots management and service personnel. Often, a single staff member has to handle multiple lines of business, resulting in insufficient capacity at the grassroots level in terms of working hours and professional competence. M District has implemented the "One Police Officer per Grid" working mechanism. The collaboration between community police and grid workers in promoting grassroots comprehensive governance services not only enables the linkage between different social governance subjects but also effectively facilitates the connection and coordination of work across different fields and processes, playing a pivotal role in horizontal communication and vertical coordination. In specific work, the "One Police Officer per Grid" working mechanism mainly fulfills the following functions:

Policy and legal publicity. The "grid worker + community police" team acts as propagandists of state policies, principles, laws and regulations, playing an important role in advocating socialist core values, strengthening civic moral construction and improving citizens' legal literacy.

Collection of social conditions and public opinions. Based at the frontline of social governance, the "grid worker + community police" team can effectively access and grasp the living conditions and livelihood needs of residents in the jurisdiction. In accordance with the principles of authenticity, accuracy, comprehensiveness and timeliness, grid workers collect, input and summarize dynamic information and data on social conditions and public opinions, public health, labor security, employment services, assistance and relief, village culture, as well as people, land, events, properties and organizations within the grid. This first-hand information on social governance provides data support for analysis and judgment by relevant departments.

Reporting of major incidents. As an extension and outpost of the grassroots comprehensive governance center, the "grid worker + community police" team is responsible for the timely inspection, discovery and reporting of various information such as production safety accidents, public security incidents, emergencies and hidden dangers affecting local stability in the jurisdiction, and assists in on-site stability maintenance. In the event of major public security incidents, grid workers can arrive at the scene to verify the situation and report it immediately, and conduct emergency disposal as needed, which greatly improves the timeliness and effectiveness of social governance.

Mediation of conflicts and disputes. The "grid worker + community police" team is mostly composed of grassroots cadres who have a thorough understanding of the production and living conditions of residents in the jurisdiction. More importantly, as "insiders", they can mobilize local social governance resources, accurately understand the context and causes of conflicts, and thus provide important intellectual support for resolving conflicts and disputes. Timely inspection and resolution of conflicts, disputes and unstable factors within the grid are important job responsibilities of grid workers. With the intervention of the "grid worker + community police" team, grassroots social conflicts and disputes can be resolved in the embryonic stage to the greatest extent, avoiding more serious social impacts or the overconsumption of social governance resources. For complex grassroots conflicts and disputes that cannot be resolved by the team, grid workers act as information reporters, promptly reporting the specific situation to relevant departments and assisting in on-site stability maintenance to prevent the escalation of the situation and minimize the economic and social impacts of the disputes.

Livelihood service provision. Livelihood is the starting point and goal of social governance [1]. The success of comprehensive social governance lies in the effective delivery of livelihood services and the genuine resolution of issues concerning the people. In the practice of grassroots social governance in M District, through the strengthening of post assessment and professional training for community police and grid workers, they are increasingly involved in the handling of grassroots livelihood affairs. They are required to learn and master the conditions, procedures and time limits for handling livelihood

matters, and assist or act as agents for residents in handling important livelihood services such as family planning, subsistence allowances, social security, hardship relief, unemployment registration and civil affairs preferential treatment. In addition to handling relevant livelihood matters, they also track the progress and implementation of these services, and timely feedback problems and deficiencies in the handling and follow-up services of livelihood matters to relevant departments, ensuring that livelihood policies are effectively implemented and the people can benefit from national policies.

2.2 The working process of "one police officer per grid" in grid-based service and management

2.2.1 Livelihood service process

The working process of grid-based service and management under the "135" grassroots governance model is as follows: First, with the "One Police Officer per Grid" team as the implementation subject, the team visits the grid to understand residents' demands and screen them. For matters that cannot be handled by grid workers on behalf of residents, a timely reply is given on the spot; for agency matters, the process proceeds to the next step. Second, grid workers, in collaboration with community police, report the agency matters to the comprehensive governance center, contact the relevant business handling personnel, and consult township or department staff on relevant policies and handling conditions. Third, community police coordinate with grid workers to provide agency services for convenient matters in accordance with relevant policies and guidance from business personnel. Fourth, upon the completion of the convenient services, grid workers, together with community police if necessary, fill in a people's sentiment log, recording in detail the handling time, location, applicant, matters to be handled, policy basis and handling results, and file the record with the village-level comprehensive governance center through the grid work WeChat group. This forms a complete closed-loop work process.

2.2.2 Policy publicity process of "one police officer per grid"

In terms of policy publicity, the district-level comprehensive governance center reviews the policy publicity list and distributes it to grid workers of each grid through the village-level comprehensive governance center. Grid workers and community police are responsible for door-to-door publicity. Specifically, each "grid worker + community police" team selects publicity forms such as fixed-point publicity, centralized publicity or door-to-door publicity based on the target audience of the policy publicity list. After the door-to-door publicity, grid workers record the publicity situation, fill in a people's sentiment log with detailed information including the time, location and number of participants in the policy publicity, and file the record with the village-level comprehensive governance center through the grid work WeChat group or the comprehensive governance information system.

3. Community police embedding in the three-level comprehensive governance at the district, township and village levels

3.1 Functions of the three-level comprehensive governance centers at the district, township and village levels

The three-level comprehensive governance centers at the district, township and village levels have both basic and specific functions. The basic functions are consistent across all three levels, while there are differences in their specific functions.

3.1.1 Basic functions of the three-level comprehensive governance centers

Specifically, the basic functions are reflected in four dimensions: internal management, external coordination, upward connection and downward guidance. "Internal management" refers to the construction of the comprehensive governance center itself. "External coordination" refers to the coordination and linkage between the comprehensive governance center and other departments at the same level. "Upward connection" refers to the alignment with higher-level comprehensive governance centers. "Downward guidance" refers to the connection with lower-level comprehensive governance centers and the jurisdictions under their management. In this system, the three-level comprehensive governance centers serve as the "nerve center" for social governance subjects at all levels, undertaking and transmitting various information and policy measures, and a large number of community police are important participants embedded in local comprehensive governance centers.

3.1.2 Specific functions of the three-level comprehensive governance centers

In terms of specific functions, the village-level comprehensive governance center is the executive body for specific comprehensive governance work. Combined with the grid management system, it is specifically responsible for information collection and reporting for comprehensive governance work, the construction of social security prevention and control systems, the resolution of conflicts and disputes, legal publicity and education, the supervision and monitoring of comprehensive governance work, and the cultivation of social organizations and forces related to comprehensive governance. The township-level comprehensive governance center is the responsible body for all comprehensive governance work, supervising and ensuring the normal operation of village-level comprehensive governance centers, and undertaking the handling of complex comprehensive governance work and the cultivation of relevant social organizations and forces. The district-level comprehensive governance center is the leading body for comprehensive governance work. As the "brain" of comprehensive governance, it is responsible for analyzing and judging various important information, and accepting, handling, supervising and feeding back various problems and demands in the jurisdiction.

3.2 Working process of the three-level comprehensive governance centers at the district, township and village levels

The work of the three-level comprehensive governance centers is carried out in coordination with grid-based service and management, with the specific process as follows:

Step 1: Grid workers, in collaboration with grassroots community police, collect information from residents or relevant subjects and submit it to the village-level comprehensive governance center.

Step 2: The village-level comprehensive governance center screens and processes the information. For problems that can be resolved at the village level, they are assigned to village cadres or grid workers for handling; for unsolvable problems, the information is reported to the township-level comprehensive governance center.

Step 3: The township-level comprehensive governance center screens and processes the received information. For solvable problems, they are registered and accepted by the relevant stations and institutes; for unsolvable problems, the information is reported to the district-level comprehensive governance center.

Step 4: The district-level comprehensive governance center registers and accepts the information and assigns it to the relevant functional departments for handling.

Step 5: Higher-level comprehensive governance centers provide information feedback to lower-level ones, such as returning the application or feeding back the handling results.

In addition, the district-level comprehensive governance center is required to verify matters reported through the 12345 citizen hotline, 110 police hotline and other channels, and divert and handle those falling within the scope of comprehensive governance work.

4. Community police embedding in the integrated development of the "five governance approaches"

4.1 Community police embedding in community-level organization building

To implement the "political guidance" of grassroots social governance, on the basis of village merger, M District has adjusted the original grassroots organizational structure, broken the existing framework, and reorganized and divided grassroots organizations according to the new economic and social patterns. This ensures a reasonable scale of core members in each general branch, facilitating management and organizational activities, and better consolidating collective synergy. To strengthen the construction of grassroots organizations, full-time secretaries, deputy secretaries and leaders are appointed for village-level organizations. Weak and lax village grassroots organizations are rectified and delisted. Cross-appointment in the two committees is encouraged to increase the proportion of backbone members among village cadres, continuously consolidating the political foundation for grassroots governance. Community police embedded under the "One Police Officer per Grid" system generally hold positions such as deputy secretary of the community-level organization or member of the village committee.

4.2 Community police embedding in the construction of the rule of law

In the construction of the rule of law, relying on the "135" grassroots social governance model and grassroots political and legal forces, M District gives full play to the important role of grassroots community police, people's mediators, grid workers and legal popularization volunteers in legal publicity. First, strengthen legal publicity in key fields. Centering on the key work of the district government such as promoting economic development, poverty alleviation, rural governance and rural revitalization, M District adheres to the normalization of legal education, takes advantage of the "one network covering urban and rural areas" in legal publicity work, and carries out in-depth activities such as special lectures on legal learning for leading cadres, legal popularization forums and "case-based legal explanation". This effectively promotes the learning, respect, abidance and application of laws by village (community) cadres and the masses, fostering the awareness and concept of acting in accordance with the law and seeking legal solutions when encountering problems. Second, advance the construction of the rule of law in rural areas in a coordinated manner. M District actively carries out the creation of democratic and legal model villages, with the main tasks of promoting the spirit of the rule of law, cultivating the belief in the rule of law and advancing the practice of the rule of law. It has issued the Circular on the Implementation Plan for the Creation of Wuzhong-Level Democratic and Legal Model Villages (Communities), and formulated the Implementation Plan for Further Strengthening the Cultivation of Rural "Legal Popularization Volunteers" and Promoting the Construction of the Rule of Law in Rural Areas in combination with the rural revitalization strategy. Third, continuously innovate the forms of legal publicity. M District fully implements the legal popularization responsibility system of "who is in charge is responsible, who enforces the law popularizes the law", forming a work responsibility pattern of "who enforces the law popularizes the law, who is in charge popularizes the law" across the district. Grassroots community police often play the role of guides and pioneers in the construction of the rule of law [2].

4.3 Community police embedding in the construction of moral governance

In the construction of moral governance, M District further implements the civic moral construction project and takes advantage of the sound "One Police Officer per Grid" management system to carry out the following work: First, continue to carry out the creation of "civilization cells". It has issued the Incentive Measures for M District on Awarding Civilized Units, Civilized Villages and Towns, and Civilized Schools, providing rewards for on-the-job cadres and staff of departments and units that have won the honorary titles of civilized units, villages/towns and schools. This has greatly mobilized the enthusiasm for the creation of civilization cells and supported the creation of a civilized city. Second, issue the Implementation Plan for Improving the Quality of Changing Social Customs Through In-Depth Inspection and Promoting Rural Civilization. In accordance with the work task list, grassroots community police are fully involved in conducting in-depth inspections of each administrative village under their jurisdiction one by one. They carry out work from three aspects: improving institutional mechanisms and giving play to the role of villagers' self-governance; strengthening publicity and education and continuously enhancing value recognition; selecting and promoting advanced models and giving play to their demonstration and leading role. This ensures the quality improvement of the work of changing social customs and further raises the level of rural social civilization.

4.4 Community police embedding in the construction of self-governance

M District is a large-scale ecological resettlement area where immigrants come from all over the country, resulting in the interweaving and collision of cultural customs from different regions and ethnic groups—a process that requires integration. In addition, prominent leftover problems from the resettlement process, non-standard village-level management, and the expanded scale of administrative villages with a sharp increase in the number of villagers after resettlement have broken the original "acquaintance society" and led to the dispersion of public opinions, posing arduous and challenging tasks for grassroots governance. On the basis of thoroughly summarizing the experience of the "Sunny Village Affairs" initiative, M District integrates decision-making, management, implementation and supervision, and explores and implements the "55124" model for improving the villagers' representative meeting system, with community police acting as supervisors. This fundamentally solves the problems of damage to the people's interests and grassroots corruption caused by non-transparent village affairs, undemocratic management and inadequate supervision, effectively resolves grassroots conflicts, improves village customs and folk morals, consolidates grassroots organizations, and grasps the "key link" of village-level governance. It has built a new village-level governance mechanism with

standardized work, behavior, management and service procedures [3].

With the cooperation of a large number of grassroots community police with the leadership of grassroots organizations, the masses and various organizations have found their positions in grassroots social governance, and the people's willingness to participate in governance has been truly transformed into governance practice. Through democratic channels, the voices of the people are effectively expressed, and their right to know, participate, make decisions and supervise in grassroots social governance is respected, making social governance truly the governance of the people and thus stimulating the vitality of villagers' self-governance. In 2019, the "55124" village-level governance model was identified as one of the 20 typical cases of rural governance by the Ministry of Agriculture and Rural Affairs, becoming the only selected case from the five provinces and autonomous regions in Northwest China.

4.5 Community police embedding in the construction of smart governance

In the construction of smart governance, relying on the Wuzhong Social Governance Comprehensive Information System and the sound grassroots comprehensive governance system of "One Police Officer per Grid", M District has gradually realized the 100% online handling of letters and visits, continuously improved the scientific and technological support for social governance, built a social governance community, and steadily enhanced the people's sense of gain, happiness and security. Relying on the national "Xueliang Project" (Public Security Video Surveillance Project) and the "Smart M District" public social security control system project, M District has built and improved an intelligent, three-dimensional and all-round video surveillance network covering the entire district, realizing the "full coverage, network-wide sharing, all-time availability and whole-process controllability" of public security video surveillance, and promoting the materialization and practical operation of the county-level comprehensive governance center construction. The construction of the "Rural Ground Network" project is carried out, which expands its coverage through means such as high-altitude watch video surveillance, face and vehicle capture equipment, and public area monitoring. A large number of community police publicize and mobilize the masses to voluntarily install video surveillance in their courtyards, cattle and sheep pens, enabling villagers to keep real-time track of the situation around their courtyards through mobile phones wherever they are, and making surveillance videos a "clairvoyant" for the people to protect their homes and courtyards. Relying on the Ningxia "Internet + Public Security Government Services" platform, M District vigorously promotes online public security government services, firmly adhering to the concept of "let data travel more, let the masses travel less" in work, and providing high-quality and convenient public security government services for the people.

On the basis of relevant governance experience, combined with national requirements for grassroots social governance and the practice of social governance in ecological resettlement areas, M District has proposed the "135" social governance model. It has creatively integrated the governance concepts of "grid-based service and management", "three-level comprehensive governance at the district, township and village levels" and "integrated development of the Five Governance Approaches" with the grassroots community police force, and combined them with the reality of grassroots social governance in ecological resettlement areas, providing a fundamental guarantee for the sound governance of people's livelihood in the area. Among them, community police play distinct and interconnected roles in the three fields of "grid-based service and management", "three-level comprehensive governance at the district, township and village levels" and "integrated development of the Five Governance Approaches".

From a macro perspective, the "integrated development of the Five Governance Approaches" is the foundation and source of strength for grassroots social governance. By exploring and cultivating the forces of the Five Governance Approaches, the community police force is effectively embedded in grassroots social comprehensive governance, and social resources are further integrated. The effective implementation of social governance is jointly guaranteed from the five dimensions of politics, the rule of law, morality, self-governance and smart governance, avoiding phenomena such as "failure" and "absence" that may occur in social governance relying on a single force. The "integrated development of the Five Governance Approaches" does not mean that the five social governance resources operate independently, but aims to realize an "integrated five-in-one system".

The "three-level comprehensive governance at the district, township and village levels" is the nerve center of grassroots social governance. A large number of community police integrate into the three-level governance network at the district, township and village levels, enabling the rapid response

and hierarchical resolution of social conflicts, disputes and governance problems, which are solved within the appropriate scope of responsibility. On the surface, the three-level comprehensive governance reflects the vertical linkage of social governance forces; in fact, the establishment of comprehensive governance centers at all levels enables the linkage of various departments at the same level, breaking the previous work thinking of "function-centeredness" and replacing it with "problem-centeredness". This avoids the unclear division of functions and mutual buck-passing between different departments, ensuring that each problem receives a "customized" solution. As the nerve center of social governance, comprehensive governance centers at all levels analyze and judge various complex problems through strong data support and powerful information processing functions, and mobilize different departments for handling. Combined with the frontline embedding of community police, a systematic and efficient problem-solving mechanism is truly realized.

"Grid-based service and management" is the nerve cell of social governance. Any governance behavior can only achieve its effectiveness when it truly reaches the micro-individuals of society. The emergence of grid-based service and management is to open up the "last mile" of social governance[3]. Both the "integrated development of the Five Governance Approaches" and the "three-level comprehensive governance at the district, township and village levels" rely on grid-based service and management to exert their functions, and more importantly, on the extensive embedding of community police. Grid-based service and management is similar to an open governance network, on which various social governance functions are assembled as functional components. The key to the normal operation of the network lies in grid workers and community police. M District has explored the "One Police Officer per Grid" working mechanism. Under grid-based service and management, the "One Police Officer per Grid" team undertakes multiple functions. Various public services and information such as investigation and statistics, social security, medical and health care, education and employment are transmitted to the frontline of social governance through grassroots community police and grid workers, realizing the precise, refined and full-coverage social governance.

5. Conclusion

This paper takes District M, the nation's largest ecological resettlement area, as the research sample and explores the practical paths, operational mechanisms and core values of the embedding of community police in grassroots comprehensive governance in Ningxia around its "135" grassroots governance model. It clarifies the positioning of community police as the core embedded subject and provides a practical paradigm for complex areas of grassroots governance. District M has deeply integrated three dimensions—grid-based service and management, district-township-village three-level comprehensive governance, and the integrated development of the "Five Governance Approaches"—with the community police force, establishing a multi-level and all-dimensional embedding system. At the grid level, relying on the "One Police Officer per Grid" mechanism, community police and grid workers form a professional complementary team, which makes up for the shortcomings of grassroots governance through five core functions and standardized closed-loop processes. At the three-level comprehensive governance level, community police integrate into the operational system of three-level governance centers, promoting the hierarchical resolution of governance demands and releasing the synergistic efficiency of governance. Under the dimension of the integrated development of the "Five Governance Approaches", community police are accurately embedded in all governance links, acting as key nodes connecting governance resources and driving the formation of an integrated "Five-in-One" governance system. From the perspective of governance logic, the integrated development of the "Five Governance Approaches" serves as the foundation, the district-township-village three-level comprehensive governance as the nerve center, and grid-based service and management as the frontline. Community police run through the whole system as the core link, integrating the entire grassroots comprehensive governance system into an organic whole. Practice has proved that this embedding model adapts to the governance needs of ecological resettlement areas. It integrates professional and grassroots governance forces, solves prominent regional governance problems, conforms to the development requirements of grassroots governance in Ningxia, and thus provides a practical sample. Meanwhile, there is still room for optimization in this model. In the follow-up, efforts can be made in the professional development of police officers, the cross-departmental integration of resources and other aspects, to clarify the boundary of responsibilities and improve the assessment mechanism, so as to promote the standardized development of the model. Its experience can also be adapted to local conditions, providing a reference for the modernization of grassroots governance.

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