



# Administrative Problems and Management in Basic-Level Government Management

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**Abstract.** The grassroots government, as the main executive agency of the decrees of the State Council and orders of higher-level governments, has very important responsibilities. There are a series of problems in the management of grassroots governments, such as mechanical compliance, distorted understanding, false deception, offside exercise of power, and chaotic execution, which have seriously damaged the vital interests of the broad masses of the people and affected the image and credibility of the government. Therefore, how to effectively solve the various problems existing in the management of the grass-roots government has become a major issue facing local government departments at all levels. Therefore, it is necessary to start from optimizing the governance structure and improving the level of governance, and take the realization of modernization goals as the guide, comprehensively analyze the reasons that restrict the effective development of my country's basic government management work, find out the root causes of its execution difficulties, and take targeted measures. "Root-fixing" measures. It is necessary to follow the principles of "simplification", "unification" and "efficiency", starting from clarifying the boundaries of responsibility and power, speeding up the transition of government functions to service-orientated, promoting information disclosure, smoothing public participation channels, strengthening the construction of the rule of law, and striving to achieve institutionalisation and transparency, efficient, and rule of law.

**Keywords:** grass-roots government · management execution · modernization of national governance

## 1 Introduction

In essence, the complete process of public policy from top-level formulation to grassroots implementation is actually the process of managing and distributing social interests in accordance with certain principles and value orientations, especially the process of coordinating and handling various conflicts of interests. At present, local governments at all levels in my country are facing different levels of policy implementation dilemmas: both at the administrative system level and at the legal system level, at the micro-subject behavioral level and at the macro-ideological level. Although the implementation dilemma of the grassroots government is concentrated in the "implementation" link, its essence is that the government responsibility system is poorly designed, government

supervision needs to be strengthened urgently, and the government's legal construction level needs to be improved urgently.

## **2 Under the Background of Rapid Social and Economic Development in Contemporary China, Grass-Roots Government Management is Facing Unprecedented Challenges and Tests**

Grassroots government management is an important part of the national governance system under the new normal. To solve various problems in the implementation process and get rid of the predicament, first of all, it must be highly compatible with the development of the modernization of China's national governance system in terms of thinking and direction. And this high degree of unity is based on a basic fact, namely: the historical experience of the Party leading the people to carry out revolution and construction and have achieved great historical achievements. One of the most fundamental is to adhere to the leadership of the party and unswervingly follow the path of socialism with Chinese characteristics. Since the reform and opening up, my country's national governance structure has undergone major changes, which is not only the result of the transformation of the government's role and functions, but also the logical premise for the transformation of government governance thinking and methods.

Since the reform and opening up, my country has achieved remarkable achievements in modern governance, but with the deepening of economic and political reforms, these achievements have not been well consolidated and improved. In this process, socialism with Chinese characteristics has entered a new stage. After more than 40 years of development, under the joint action of the market and the government, the reform of my country's national governance system and governance capacity has achieved remarkable results, but it also faces many new situations and new problems. The inevitable result of the development of public administration. The national governance system is people-centered and represents the fundamental interests of the vast majority of the people. It integrates and allocates resources in all aspects of society through a series of effective governance means and governance capabilities. At present, the following two new situations and new problems have emerged in the management of grass-roots governments.

First, governance subjects are increasingly diversified. The first is the division of financial and administrative powers between the central and local governments, which reflects the unity of central authority and local functions and the autonomy of local governments. The villager self-management system and the employee self-management system are gradually established; through the establishment and improvement of the rural social management system, it can adapt to the development needs of the market economy. This is also the primary problem that my country needs to solve to promote the modernization of the national governance system and governance capacity. The second is the formation of a pluralistic co-governance pattern under the protection of the rule of law. The model of "legal procedure" plus "autonomous organization" plus "democratic rights" has been widely used in a large number of grassroots governance units. Third, with the rapid development of my country's economy, it is imperative to deepen market-oriented reforms. The main body of the public product supply task has gradually changed

from the previous “government swept” to the government’s intermediary supervision and guidance, and the mode of market entities bidding for the best and becoming the supplier has changed.

Second, there is an inseparable connection between the “rule of law” and the “rule of law”. With the advancement of the reform of the socialist market economic system, people are paying more and more attention to how to combine the rule of law with the rule of virtue. As two different concepts, “law” and “virtue” are both different and interrelated. There is a dialectical unity between the two. “Institution” and “governance” are one of the core elements of national governance, and the key to national governance lies in solving the problem of practical implementation; from a historical perspective, “institution”, as one of the most important factors in the social management and control structure, has The degree determines the fate of a country or region, and “governance” is an important way for a country or region to realize the modernization of its governing power; from the perspective of historical and realistic development trends, institutional advantages have a certain relativity, whether in the past. This is still the case now, but from the perspective of the present and the future, institutional advantages are of great significance to improving governance efficiency. Therefore, the study of institutional advantages and their impact on governance efficiency has important theoretical and practical significance and should be valuable. “The rule of law” and “the rule of law” are two indispensable elements in the national governance system. It has become a consensus to improve people’s lives through system optimization. This transformation not only correctly grasps the two most important links of “the rule of law” and “the rule of law”, but also, in a sense, provides the most important reason for the “rule of law” and why socialist China needs “the rule of law”. Concise answer.

### **3 The Outstanding Manifestations and Causes of the Implementation Difficulties of Grass-Roots Government Management**

**3.1** The outstanding performance is: the fragmentation of grass-roots government governance. From a historical and political point of view, there is serious governance fragmentation in the management of grass-roots government in contemporary China, which is manifested in the coexistence of in-place and in-place, absence and offside, and dislocation and interlace. Its performance is as follows: overlapping functions, unclear powers and responsibilities; fragmentation, overlapping responsibilities; bloated institutions and numerous personnel. This phenomenon seriously restricts the further improvement of my country’s social and economic development level. Cause analysis. The fragmentation of grassroots government governance refers to a state of administrative inefficiency caused by departmental barriers and unreasonable arrangements of responsibilities and powers. The differences between the two are mainly manifested in: different goals and orientations; specific manifestations generally include: poor horizontal linkage and vertical cohesion within the government, contradictions and mutual exclusion between governance subjects and other methods, governance behaviors are difficult to synergize, and governance boundaries are blurred, the badness of political-social interaction. And this problem has become the common feeling of the people, which is embodied in the

feeling that the state power is omnipresent in certain things, and it is too involved, and in some cases, they feel that their own rights and interests are protected. Both situations exist at the same time. The more representative ones are having difficulty in doing things, dealing with complicated problems, or encountering the phenomenon of “playing the ball” by multiple departments when dealing with problems. The “experimental dual-track strategy” implemented in the early stage of reform and opening up has many drawbacks and root causes, such as the soil that breeds corruption, the breeding ground for corruption, the breeding ground for corrupt phenomena, the breeding ground for corrupt behavior, and the breeding ground for corrupt behavior. Problems such as localism, interest groupism, departmentalism, industrialism, and power fragmentation have arisen, which have seriously affected the effective operation and governance efficiency of the state’s administrative power. Finally, the idea to solve this problem is put forward from the top-level design level: (1) guiding the overall economic and social development with the scientific development concept; (2) transforming government functions and deepening the reform of the government system; establishing a service-oriented government; accelerating the construction of the rule of law. Based on this, we have taken out the political courage and courage to deepen reforms, and improved by optimizing institutional settings, establishing synergy concepts, building shared platforms, and establishing coordination “hubs”.

**3.2** The endogenous root cause of the implementation difficulties of grassroots government governance. The main manifestations are as follows: First, self-interested thinking is the mainstay. In my country’s traditional government management, “department-based” is its dominant thinking and concept, which often leads to neglect or one-sided understanding of the overall situation. Since the mid-1990s, with the gradual transfer of the central administrative power to the grassroots, some highly restrictive and supervisory systems have been introduced and implemented one after another, which undoubtedly has a positive impact on improving the moral quality and professional ability of grassroots administrators. This is not only not conducive to the decentralization of power at the grassroots level, but also hinders the integration of local resources and the stimulation of grassroots development vitality. Therefore, the solution to this problem should also be guided from the perspectives of people and systems, and supervise the efficient exercise of grassroots administrative power, rather than “receiving power”.

Second, there is a lack of institutional coordination. Grass-roots governments are faced with heavy management tasks and cross-departmental and parallel work requirements, and lack of corresponding collaborative institutional guarantees and support, making it difficult to normalize and become proficient in cross-departmental administrative collaboration. This has resulted in the lack of effective communication and cooperation between various departments, thus affecting the efficiency and effectiveness of the overall work.

Third, there is a lack of a sound coordination mechanism and guarantee mechanism. On the one hand, the current law does not clearly stipulate the relationship between powers and responsibilities among administrative subjects; on the other hand, the relevant supporting laws and regulations are not perfect. These all seriously restrict the effective development of administrative cooperation activities. However, under the current situation in our country, due to the fact that the grass-roots governments are independent

and lack effective collaborative actions and mechanisms, this formalized institutional constraint often becomes a “temporary” tool of “rule of man”. This is also extremely unfavorable to the long-term and stable performance of administrative collaboration.

#### **4 Basic Level Government Management Implements Dilemma Governance Strategy**

The reality is that some grassroots government departments sometimes deviate from the instructions and guidance of their superiors when implementing the principles and policies, or do not operate in accordance with the established laws and systems, or lack the necessary ability and enthusiasm to effectively implement them. This not only affects the realization of national policy goals, but also directly hinders social and economic development and the improvement of people’s living standards. Therefore, in order to fundamentally solve this problem, it is necessary to make corresponding adjustments to the current grass-roots political system and optimize its operating mechanism. In this regard, it is necessary to take the “Resolution of the Communist Party and the State Council on Several Issues Concerning the Comprehensive and In-depth Implementation of Governing the Country by Law” established by the Fourth Central Committee of the 18th Central Committee as the overall guide to reshape the administrative role of the grassroots government, improve operational efficiency, and improve the administrative legal environment and public affairs. Supervision and deepening the government’s reform of the employment mechanism are the main measures to effectively manage and solve various practical problems in the process of grassroots administrative governance.

**4.1** Take the transition from “management” to “governance” as a reform guide to enhance the efficiency of government work execution. At a time when the construction of socialism with Chinese characteristics has entered a new era and the comprehensive deepening of reform is in full swing, it is undoubtedly an important and urgent task to deepen the reform of streamlining administration, delegating power, delegating power, delegating power and serving. Streamlining administration and delegating power must reflect the service concept. The grassroots government serves as the “executive terminal” of the state’s administrative power. From a long-term perspective, government management reform, especially the improvement and optimization of the implementation effect, will become a dynamic process, which is not only complicated, but also constantly adapts to changes in the political, economic, social and other aspects of the new situation. At present, there are many problems and deficiencies in my country’s government governance model, which needs to be innovated and improved on the basis of the existing governance model, which is mainly reflected in the three aspects of governance mechanism and governance method, and corresponding countermeasures are proposed for key areas. The compound social governance model is one of the important aspects. The government governance reform in contemporary China should have three characteristics of openness, inclusiveness and responsiveness. First, transform government functions and realize “separation of management and management”. Under the new situation, how to effectively implement the goal of building a service-oriented government? To this end, we must first create a “complex” governance

concept that is different from the past one-sided pursuit of “efficiency”, “speed” and “all-inclusive” governance. Specifically, firstly, in terms of functional positioning, service is the center and management is taken into account; secondly, in terms of value orientation, both efficiency and fairness are adhered to; thirdly, the governance order system should be based on the rule of law and guaranteed by morality and good customs. Second, to build a holistic management structure, it is necessary to regulate from the system. In this context, the phenomenon of power fragmentation, information fragmentation, management fragmentation and interest fragmentation has appeared, which seriously affects the performance of public management. In the contemporary information society, government departments at all levels should actively use information technology to achieve information exchange and data sharing, so as to achieve the effect of overall cooperative governance. Third, modern management is inseparable from advanced management tools. Among them, the reform of governance mode, which is an important part of the governance system, needs to be realized with the help of modern technology. Only in this way can the powerful functions of modern information technology be brought into full play. In contemporary society, the application of big data, artificial intelligence and the Internet in the grass-roots government has achieved certain results, but there are still some problems. We need to start from the past governance links and improve their intelligence level; for example, through the use of big data analysis and artificial intelligence methods, the public affairs to be processed are integrated to improve the clarity and accuracy of people’s perception of the needs of the masses. The supervision and management of the market enables the policy implementation ability to continuously track the market deepening degree.

**4.2** Accelerate the legalization of grassroots government management and smooth channels. Grassroots government management is one of the important means to safeguard the interests of local people. In this process, whether the governance mechanism adopted by the grass-roots government is effective or not determines whether the interests of the people can be realized. Therefore, how to effectively play the due role of the grassroots government in national governance and make it better serve the promotion of my country’s modernization has become an important issue that needs to be solved urgently at present. It is of great practical significance to improve the management level of the grass-roots government and reform and innovate the specific operation mechanism of the management and execution system of the grass-roots government to help them get rid of the current predicament and benefit the people. At the same time, it is a arduous project involving an extremely wide range and facing many challenges. It is a long-term and systematic project. In this regard, it is necessary to integrate the scientific and democratized attributes of the operation mechanism of the grassroots government management and execution system, and organically integrate the attributes of the rule of law. The form is fixed.

**4.3** Focusing on the main body of government management and execution, deepen the reform of the selection and employment system. The executive body of government management is one of the important factors affecting the effect of government governance. From the current point of view, there are many problems and deficiencies in the management of the grass-roots government in our country: first, the policy implementation is weak; second, the interests of the departments are solidified; third, the

administrative efficiency is low. These are all caused by the current personnel management system. Grassroots government management is an important task that our country is currently facing, and the most critical one is to establish a scientific and effective talent appointment system to attract and retain talents. Only when the talents are in place, will the reform have insufficient stamina and achieve the goal of the reform more comprehensively. The establishment of the main positions of the executive management work of the grass-roots government is highly competitive. In the previous personnel system, the roles of “administrative officers” and “administrative officers” were not differentiated to the maximum extent, resulting in the employment system inevitably falling into the stereotype of “ranking seniority based on seniority” and “step by step”. Under the background of the current and future political changes in China, it is urgent to develop a path for grassroots administrative managers with both political integrity and ability to move towards new positions in decision-making and execution, and through rational and effective competition, to improve the team of grassroots government management executives overall quality goals. Establish a scientific post classification mechanism, implement the system of examination and appointment system, appointment system, selection system and appointment system, and form personnel groups of different levels, types and levels. On this basis, an echelon construction system suitable for personnel training of grass-roots government management executives is established. In this way, it can not only stimulate the enthusiasm and creativity of managers at all levels, but also help to form a team of high-quality professional cadres, so as to better serve the economic construction. At the same time, it can further promote the process of democracy and rule of law. Under the background of the modernization and reform of national governance, since the 1980s, my country has begun to explore and practice cadre training, and has formed a public management talent training and reserve plan with the “third echelon” as the core reference value. This system is conducive to the formation of good expectations and self-confidence for young talents in national governance, so that they can work harder when they encounter difficulties and obstacles, or become more honest and persevering when they encounter temptations, so as to improve the political quality of China’s grass-roots government talents’ effect.

## 5 Conclusion

Although my country has achieved considerable reform results in the transformation of the government and the improvement of the quality of government work in the past ten years, at present, from an objective point of view, the management of the grass-roots government in my country is still facing many new problems and new difficulties. The most prominent focus is the implementation of this part. By analyzing the main problems existing in the implementation of the current grass-roots government, it can be found that there are both institutional and mechanism-level reasons, as well as social and environmental factors. In the process of researching issues and discussing governance policies, it is necessary to always grasp the important background for promoting the improvement of my country’s governance structure and governance level, and continue to improve the quality of grassroots government management and implementation to meet the actual needs of national governance.

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