

Difficulties and Countermeasures of Citizens' Participation in Urban Community Governance

-- Take X Community in Anyang City as an Example

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Abstract

With the acceleration of urbanization in China, the number of urban communities has increased dramatically, and community affairs have become increasingly complex. It has become a realistic need to innovate the community governance system and promote the participation of multiple subjects in community governance. As an important subject of the community, citizens represent multi-interest needs and play an important role in improving the effectiveness of community governance. At present, there are some difficulties in citizen participation in community governance, such as unbalanced structure of participating subjects, self-interest of participation impairs publicity, and insufficient political participation. We can promote citizen participation in multi-subject community governance mode, strengthen the basic links of social governance, and realize community benign governance and healthy and orderly development by improving citizens' awareness and ability, cultivating non-governmental organizations participating in community governance, broadening and innovating ways of community citizen participation, and rationalizing the relationship between government and community.

Keywords

Community governance; Citizen participation; Pluralistic subject; Grassroots democracy.

1. Introduction

For the first time, the Third Plenary Session of the Eighteenth Central Committee of the Communist Party of China incorporated urban and rural community governance into the modernization reform of the national governance system and governance capacity. Later, in the report of the Nineteenth National Congress of the Communist Party of China, it emphasized "building a social governance pattern of co-construction, co-governance and sharing", demanding that the focus of social governance be shifted to the grassroots level, and more manpower, financial resources and material resources be invested in the grassroots level, taking grid management and socialized service as the direction, strengthening urban and rural community autonomy, improving new community management, and setting a General principle for grassroots community governance [1]. To realize community autonomy and improve the community governance system, multi-subjects need to work together, but the most important thing is to promote community citizens to participate in the management and decision-making of community public affairs through various channels and give full play to the rights owned by community citizens. Guiding and encouraging citizens to participate in community governance can not only enhance citizens' sense of responsibility and rights, cultivate and shape modern civic spirit, but also optimize community governance system and lay a solid foundation for

grassroots democracy construction in China. Faced with many difficulties in citizen participation, it is necessary to find out the reasons and solve them through the joint efforts of the government, community citizens, neighborhood committees and other subjects.

2. Analysis on the Present Situation of Citizen Participation in Community Governance in X Community of Anyang City

After observation, it is found that X Community in Anyang City, as an old community, has a mature development, with a large population and a large volume. The citizens living now have many different characteristics, including different ages and occupations, and are typical urban mixed comprehensive communities. It is representative in communities built in Anyang since 2002, and the citizen participation in community governance can be regarded as a microcosm of the present situation of citizen participation in urban community governance in China to a certain extent. Therefore, the X community was selected to carry out investigation and study by combining questionnaire survey and on-site interview.

2.1. Community Profile

This community is located in the east of Lishui West Road and the north of Yingzhou Road in Anyang City, with a forest park in the southwest and a waterfront promenade in the east, covering an area of over 360 mu with a total construction area of over 500,000 square meters. There are 45 buildings and more than 4,100 households in the community, with a population of more than 15,300. The main body is divided into five areas: "Colorful garden", "Famous landscape residence", "View the world", "Riverside mountain stream" and "New field". There are 2 primary and secondary schools and kindergartens in the community, more than 150 commercial outlets, more than 1,100 rental houses, and convenient facilities such as fitness square, badminton court, basketball court and theme garden, which are close to a comprehensive second-class A-class hospital. The surrounding service industry is relatively complete and sound, and the living environment is good. The people's happiness index and satisfaction are high.

2.2. Statistical Analysis of Basic Situation

In this questionnaire survey, 200 questionnaires were distributed to citizens with different characteristics such as gender, age and occupation in several convenience facilities such as fitness square and theme garden, and then 100 questionnaires were distributed to random households, totaling 300 questionnaires. Finally, 295 copies were collected, with a recovery rate of 98.33%. After sorting out and summarizing the questionnaires, 278 valid questionnaires were formed, with an effective recovery rate of 92.67%. The investigation situation is shown in the following table:

Table 1. Basic information of respondents

Variable	Options	The number of	Ratio%
Gender	Male	132	47.5
	Female	146	52.5
Age	Under 18 years old	9	3.24
	18-30 years old	47	16.9
	31-45 years old	62	22.3
	46-60 years old	92	33.1
	Over 60 years old	68	24.46
Education level	Junior high school and below	24	8.63
	High school (including technical secondary school)	96	34.53
	Junior college	69	24.82
	Bachelor degree or above	89	32.01
Political outlook	League member	9	3.24
	Party members (including probationary members)	32	11.51
	Democratic parties	0	0
	The masses	237	85.25
Occupation	Students	16	5.76
	Party and government organs or institutions	29	10.43
	State - owned enterprise	31	11.15
	Private enterprise	58	20.86
	Individual industrial and commercial household	44	15.83
	Retired person	70	25.18
	Others (freelancers, unemployed, etc.)	30	10.79
Residence time	Under 1 year	10	3.6
	5-10 years	51	18.35
	10-15 years	84	30.22
	Over 15 years	133	47.84

The survey shows that in terms of gender composition, there are 132 males, accounting for 47.5%; There are 146 women, accounting for 52.5%, and the proportion of men and women is basically balanced. In terms of age structure, middle-aged and elderly citizens account for a relatively high proportion, which is embodied in the range of 46-60 years old and 57.56% of middle-aged and elderly people over 60 years old, while the proportion of young people under 30 years old is relatively low, with 56 people accounting for 20.14%. In terms of educational level, 43.16% of them have high school (including secondary school) or below, 24.82% have college education, and 32.01% have bachelor degree or above. In terms of political outlook, the proportion of the masses is the highest, at 85.25%, the Communist Party members (including probationary members) account for 11.51%, the Communist Youth League members account for 3.24%, and there are no democratic parties. In terms of occupational composition, the number of retirees is the highest, accounting for 25.18%, while the proportion of private enterprises is 20.86%, and the proportion of other occupations is at a low level. In terms of residence time, there are 133 citizens who have lived in the community for more than 15 years, accounting for 47.84%, followed by 84 citizens who have lived for 5-10 years, accounting for 30.22%. From the overall analysis, it can be seen that the community situation is relatively stable, the population of middle-aged and elderly people is relatively large, the average

education level is not high, the occupation composition is rich, and the citizens generally live for a long time, so the survey data has certain rationality.

2.3. Statistical Analysis of Survey Results

2.3.1. Community Governance

Table 2. Survey on satisfaction of community overall management service level (N=278)

	Are you satisfied with the overall management and service level of the community?				
	Very satisfied	Satisfaction	Basically satisfied	Dissatisfied	Very dissatisfied
The number of	42	70	124	29	13
Ratio (%)	15.11	25.18	44.6	10.43	4.68

Table 3. A survey of citizens' praise for the community (N=278)

	Do you agree with the current working style and development direction of the community?		
	Identification	Basic identity	Do not recognize
The number of	155	82	41
Ratio (%)	55.76	29.5	14.75

According to the statistical results shown in Table 3, 55.76% of the citizens said that they "agree with the current working style and development direction of the community", and 44.25% of the citizens hold the attitude of disapproval and basic approval. It can be found that the decision-making orientation of community public affairs has not been approved and recognized by the vast majority of community citizens. In table 2, although 25.18% of the citizens said "satisfied" and 44.6% of the citizens said "basically satisfied", only 15.11% of the citizens chose "very satisfied", while 10.43% of the citizens and 4.68% of the citizens chose "not satisfied" and "very dissatisfied" respectively. It can be seen that although the average satisfaction of citizens in X community in Anyang city is high, there is still room for improvement from the expectation of community citizens, and the working methods and development direction need to be improved urgently.

Table 4. Investigation on citizens' awareness of the functions of neighborhood committees (N=278)

	What do you think is the relationship between the community neighborhood Committee and the government?			
	Institutions under the government	Between the government and autonomous organizations	Community autonomous organization	Have no idea at all
The number of	148	61	42	27
Ratio (%)	53.24	21.94	15.11	9.71

Table 5. Investigation on the frequency of citizens reporting problems to the community(N=278)

	Do you often go to the neighborhood Committee to reflect the problems in your life?		
	Often	Go occasionally	Never been
The number of	25	149	104
Ratio (%)	8.99	53.60	37.41

As shown in Table 4, when asked, "What do you think is the relationship between the community neighborhood Committee and the government?" At that time, only 15.11% of the citizens chose "community self-governing organizations", 53.24% of the citizens thought it was "an institution under the government", 21.94% of the citizens thought it was "between the government and self-governing organizations", and 9.71% of the citizens chose "completely ignorant". Table 5 shows that citizens are answering "Do you often go to neighborhood committees to reflect the problems encountered in your life?" At that time, only 8.99% chose "going frequently", and 37.41% of the citizens had never been there. It can be seen that there is a big misunderstanding among community citizens about the duties of neighborhood committees. There are few citizens who really report their life problems to neighborhood committees. The functions of neighborhood committees have not been brought into full play, and the interaction between neighborhood committees and community citizens is not optimistic.

Table 6. Investigation on citizens' access to community information(N=278)

	The main channels for you to obtain community-related information are____ (Multiple choice questions)					
	Community affairs bulletin board	Community banner	Neighbors told me	Community broadcasting	Staff notification	Other
The number of	203	76	152	89	56	53
Ratio (%)	73.02	27.34	54.68	32.01	20.14	19.06

From the survey results in Table 6, it can be seen that the channels for X community citizens to obtain information are relatively traditional at present, with 73.02% of the citizens obtaining certain information through the "community affairs bulletin board", and a large proportion of the citizens obtaining information through "neighbors", which comes from the internal communication of community citizens. The reason is that there are a large number of middle-aged and elderly people in the community, and they come and go closely in their spare time, and the main topic is family affairs or community affairs. In addition, when talking with community citizens, it is found that the willingness and degree of this group of people to participate in community affairs management are at a high level, so community managers can give full play to the subjective initiative of this group of elderly people and expand the scope and intensity of information dissemination when transmitting information related to community affairs; On the other hand, we should pay attention to this unofficial communication channel, and take measures to ensure the authenticity of the information and avoid negative influences.

2.3.2. Willingness to Participate in Community Governance

Table 7. Investigation on citizens' willingness to participate in community management activities(N=278)

	Are you willing to participate in the management and decision-making of community public affairs?				
	Very willing	More willing	Not very willing	Very reluctant	It depends on the situation
The number of	93	105	29	5	46
Ratio (%)	33.45	37.77	10.43	1.80	16.55

Table 8. Investigation on willingness to participate in various types of activities(N=278)

	The community activities you are most willing to participate in are ____ (Multiple choice questions)						
	Citizens' rights protection activities	Voluntary service activities	Community recreation and sports activities	Citizen opinion collection activities	Community comprehensive improvement activities	Public welfare donation activities	Community elections or voting activities
The number of	91	65	142	111	62	166	48
Ratio (%)	32.73	23.38	51.08	39.93	22.3	59.71	17.27

Table 9. A survey of the causes and tendencies of citizens' willingness to participate in community activities(N=278)

	What are the main reasons why you are willing to participate in community activities or affairs?			
	Take the initiative to participate because of social responsibility	Closely related to self-interest	Can shorten the distance with neighbors and friends	Contribute to community building
The number of	45	152	68	13
Ratio (%)	16.19	54.68	24.46	4.68

It can be seen from Table 7 that in the survey of citizens' willingness to participate in community management activities, the overall willingness of citizens in this community is at a high level, with the largest number of people choosing "more willing", accounting for 37.77%, followed by "very willing", accounting for 33.45%, accounting for 71.22%. When investigating the willingness to participate in various types of activities, it is found that the participation tendencies of different types of activities are quite different and in an unbalanced state. 59.71% and 51.08% of the citizens chose public welfare donation activities and community cultural and sports activities, followed by citizens' opinion collection activities and community residents' rights protection activities, accounting for 39.93% and 32.73% respectively. As the most important political activity in community governance, community election is in a very low

proportion, only 17.27%, which also shows a great drawback in community governance. Finally, in Table 9, the survey on the causes of citizens' willingness to participate in community activities shows that 54.68% of citizens participate in community activities because of their own interests, and only 16.19% and 4.68% of citizens choose to take the initiative to participate in social responsibility and contribute to community building respectively, which also shows that citizens' willingness to actively participate in community interaction is not high when they are not closely related to their own interests.

2.3.3. Participation in Community Governance

Table 10. Investigation on the frequency of citizens' participation in community management activities (N=278)

Have you participated in the management and decision-making of community public affairs?			
	Participate frequently	Participate occasionally	Never participated
The number of	71	120	87
Ratio (%)	25.54	43.17	31.29

Table 11. Investigation on the working frequency of citizens' active supervision of neighborhood committees (N=278)

Do you usually supervise the work of neighborhood committees?			
	Will always supervise	Only when it comes to self-interest will it be supervised	I have nothing to do with it. I didn't think about supervision
The number of	52	125	101
Ratio (%)	18.71	44.96	36.33

Table 12. Investigation on the participation degree of various types of community activities (N=278)

The community activities you have participated in include ___?(Multiple choice questions)							
	Citizens' rights protection activities	Voluntary service activities	Community recreation and sports activities	Citizen opinion collection activities	Community comprehensive improvement activities	Public welfare donation activities	Community elections or voting activities
The number of	62	48	121	76	47	97	35
Ratio (%)	22.30	17.27	43.53	27.34	16.91	34.89	12.59

Table 13. Investigation on the causes of citizens' passive participation in community management activities (N=278)

	What are the main reasons why you are usually unwilling to participate in community elections and public affairs management and decision-making activities ?				
	No time	No interest	Has not been notified of relevant activities	Don't know how to participate	Participation has no effect on the community
The number of	67	32	73	56	50
Ratio (%)	24.1	11.51	26.26	20.14	17.99

The results of the survey on the frequency of citizens' participation in community management activities in Table 10 show that only 25.54% of citizens express "regular participation" in the management and decision-making activities of community public affairs; In addition, Table 11 shows that 18.71% of the citizens said that they would "supervise" the work of the neighborhood Committee, while 36.33% of the citizens thought that the work of the neighborhood Committee "has nothing to do with me and has never thought about supervision". Combined with the survey results of participation willingness in Table 7, it can be seen that the participation willingness of the surveyed citizens is quite different from the actual participation situation, and there is a phenomenon of "strong participation willingness and low actual participation degree". At the same time, most citizens also lack the consciousness of actively supervising the work of neighborhood committees. However, the survey results of participation degree of various types of community activities in Table 12 show that the participation rate of community cultural and sports activities is the highest, accounting for 43.53%, followed by public welfare donation activities, accounting for 34.89%, which is similar to the survey results of participation willingness of community activities, and the participation degree of other types of activities is not ideal, with the highest proportion being citizens' opinion collection activities, accounting for only 27.34%. It can be seen that the main activity types of community citizens' participation activities are still non-political activities, and the participation rate of the most distinctive political activities-community election or voting activities is 12.59%, which is lower than the participation willingness survey rate. Therefore, in this community, the degree of citizens' active participation in community governance activities is still relatively low, and a good atmosphere of participatory community culture has not been formed. It is further found in Table 13 that when asked, "What is the main reason why you are usually unwilling to participate in community public affairs management?" At that time, a total of 129 people chose "not informed of relevant activities" and "not knowing the way to participate", accounting for 46.4%, while those who chose "not interested" accounted for 11.51%, and those who chose "whether to participate or not had no impact on the community" accounted for 17.99%. It can be seen that citizens' passive participation in the management of community public affairs, especially political activities, in addition to their lack of self-awareness and reality, residents' committees fail to actively communicate with community citizens during their work, resulting in narrow access to information for citizens and affecting their enthusiasm for active participation.

3. Dilemma and Cause Analysis of Citizen Participation in Community Governance in X Community of Anyang City

According to the analysis of the data obtained from the survey, it is concluded that there are three dilemmas in citizen participation in X community, namely, unbalanced participation

subject structure, self-interest of participation impairs publicity, and insufficient political participation. The fundamental reasons are the restriction of individual subjective factors, inadequate development of community non-governmental organizations, lack of effective and perfect ways of participation, and dislocation of functions of community neighborhood committees.

3.1. Dilemma of Participating in Community Governance

3.1.1. The Structure of Participants is Unbalanced

Table 14. Cross-analysis of citizen participation frequency and age factors (N=278)

Age	Participation frequency			Total
	Participate frequently	Participate occasionally	Never participated	
Under 18 years old	0	3	6	9
18-30 years old	1	15	31	47
31-45 years old	7	29	26	62
46-60 years old	21	48	23	92
Over 60 years old	42	25	1	68
Total	71	120	87	278

Combined with the survey on the frequency of citizens' participation in community management activities in Table 10, we can see that the frequency of participation is decreasing with the age, and there is an imbalance between them. Specifically, 67 citizens over the age of 60 chose "regular participation" and "occasional participation", accounting for 98.53% in this age group; A total of 69 citizens aged 46-60 chose "regular participation" and "occasional participation", accounting for 75% of this age group; A total of 55 citizens of the other three age groups chose "regular participation" and "occasional participation", and the proportion in their age groups was at a low level. It can be seen that middle-aged and elderly people over 46 years old are the main force in the management and decision-making of public affairs in this community, especially those over 60 years old. However, this has also caused some problems. Because most of the participants are middle-aged and elderly people, their educational level is generally not high, and their ability to participate is declining with age, while young people with higher educational level and active thinking pay less attention to community affairs activities, and fail to effectively help the community progress and development, resulting in the lack of vitality in community governance development.

3.1.2. Self-interest in Participation Harms Publicity

The results of the questionnaire survey show that the citizens' willingness to participate in the community is not equal to their actual participation in community governance, and the phenomenon of "strong willingness to participate and low actual participation" is prominent. Specifically, the citizens in this community have a high willingness to participate, with 33.5% and 37.77% respectively expressing "relatively willing" and "very willing" to participate in the management and decision-making process of community public affairs. However, the survey results of the actual participation of community citizens show that only 25.54% of the citizens often participate in the management and decision-making activities of community public affairs, and 18.71% of the citizens often supervise the work of neighborhood committees.

Investigating the reasons, we can find that self-interest occupies the main reason. Pursuing the maximization of self-interest is a big dilemma for citizens to participate in community governance, that is, participants tend to express their special interests without regard to the general interests, and quite a few citizens choose not to participate in things that have nothing to do with their own interests. Table 9 shows that when asked, "What are the main reasons for some community activities or affairs you participated in?" At that time, the number of citizens

who chose "closely related to their own interests" was 152, accounting for 54.68%; In Table 11, I asked, "Do you usually supervise the work of neighborhood committees?" At that time, 125 citizens chose to supervise only when their own interests were involved, accounting for 44.96%. This part of the community citizens only pay attention to the current practical interests, but do not realize the long-term benefits that participating in community governance can bring to themselves. Therefore, some citizens are enthusiastic about participating in community affairs, but they will find that they are only guardians of their own interests, not defenders of public interests. The participation in community governance guided by personal interests makes citizens' personal subjective opinions tend to be one-sided and profit-seeking, which will ultimately reduce the scientific and rational decision-making of the whole community [3].

3.1.3. Insufficient Political Participation

Citizens participate in community governance in order to realize community autonomy and grassroots democracy. Therefore, the types of activities involved should include politics, economy, culture, ecological environment protection and other fields, and the participation degree of political and non-political activities should be balanced. However, according to the survey results of X community in Anyang city, the reality is not optimistic. In the survey of community citizens' willingness to participate in various activities, 59.71% and 51.08% of the citizens chose to participate in public welfare donation activities and community cultural and sports activities, followed by citizens' opinion collection activities and community residents' rights protection activities, accounting for 39.93% and 32.73% respectively, which were at a lower level. However, the willingness to participate in other community activities is even more bleak, especially the political activities such as community elections or voting, which are closely related to the management of community public affairs, and only 17.27% of the citizens expressed their willingness to participate. This trend is consistent with the survey results of participation degree of various types of community activities shown in Table 12, but the participation degree of various types of activities is lower than the willingness to participate, among which the activities with the highest participation rate are community sports activities, accounting for 43.53%, and the activities with the lowest participation rate are community elections or voting activities belonging to political activities, accounting for 12.59%.

Political activities involve the formulation and implementation of the overall community development plan, and decide major issues and problems involving the public interests of all citizens. If citizens really participate in community governance activities, every management, decision-making and supervision they participate in will have an impact on the community and their long-term interests [4]. Therefore, the degree of participation in political activities is an important criterion to measure the participation of community citizens. However, after analysis, it is found that the X community, like most traditional communities in China, actually participates in non-political activities such as style, and the number of participants in political activities is small, which leads to poor participation effect, weak decision-making influence and limited representativeness, and the true citizen participation is not well realized.

3.2. Cause Analysis

3.2.1. Citizen's Individual Subjective Factor Restriction

Individual subjective factors of citizens play a dominant role in restricting the willingness and degree of participation, which can be divided into three levels. First, citizens' awareness of rights and responsibilities is insufficient. Due to the influence of traditional culture, the traditional concept of subject consciousness is deeply rooted in China for a long time. Although the construction of grass-roots democratic politics in China has entered a period of rapid development at present, many citizens' awareness of rights has not yet awakened, and they are still accustomed to the passive "managed" state. Their awareness of participation and active

supervision in political public affairs is low, and they do not have a comprehensive and mature civic spirit. The concepts of following the crowd, self-interest and hitchhiking still exist [5].

Secondly, citizens can't participate in community affairs management because of work, family and other realities. Maslow's hierarchy of needs theory holds that people's hierarchy of needs is progressive, and high-level needs satisfaction must be based on low-level needs satisfaction. At present, China is in a period of rapid development, with a fast pace of life, and the younger generation is under great pressure. Family and work chores take up a lot of time, and it is impossible to shift the focus to promoting the development of the community, which makes the middle-aged and young citizens who should have become the main force of community governance fail to actively participate in community governance.

Finally, the participants' ability is limited and their participation effect is not good. Higher educational level, economic strength and good ability of learning, understanding and expression are helpful to achieve better participation effect. Most middle-aged and young people in the community have received a higher level of education and have the above-mentioned abilities and conditions, but because they have invested a lot of time in their work and study, they are often unable to spare time to participate in community activities. Therefore, the structure of the participants in community governance is unbalanced, and the main participants are elderly citizens in the community. At the same time, due to their own conditions such as age and way of thinking, the elderly cannot give full play to their participation ability, which hinders their enthusiasm and effectiveness in participating in community governance and limits the sound development of community governance.

3.2.2. The Development of Community Non-governmental Organizations is Insufficient

Community non-governmental organizations, as the product of multi-interest structural adjustment, can help citizens participate in community governance through diversified activities and services, and show unique advantages in interest integration. It is embodied in the following two aspects: First, in the process of citizens' participation in non-governmental organizations, they can strengthen their awareness of pursuing interests, the concept of exercising power and the spirit of mutual benefit and mutual assistance, and improve their willingness to participate in community governance activities. Second, community non-governmental organizations can effectively link community citizens, help citizens integrate into the community in the form of group bringing, improve citizens' sense of belonging to the community, and stimulate citizens' sense of responsibility in building the community. However, due to the shackles of our traditional ideas and the current administrative management mode, people generally lack a correct understanding of the community non-governmental organizations, can't fully understand their work contents and modes, and lack the enthusiasm to actively set up and participate in community non-governmental organizations, which affects the healthy development of community non-governmental organizations and the realization of citizens' interests. This phenomenon also appears in the X community of Anyang City.

Combined with investigation and analysis, there are the following problems in the development of community non-governmental organizations: First, many community non-governmental organizations are not formed by citizens spontaneously, but are assigned and initiated by government departments and community managers, which leads to the lack of obvious independence characteristics of non-governmental organizations and the bureaucratic phenomenon of over staffing people; Secondly, there are many problems in community non-governmental organizations, such as lack of funds, insufficient sources of funds, unfixed venues and imperfect Organizational system, which result in the dilemma of providing community services. Finally, non-governmental organizations are social organizations that do not aim at profit, which represent the Common interests of community citizens. However, in reality, some non-governmental organizations deviate from the purpose of serving the public, and only care

for their own welfare, which damages the interests and feelings of the public, causes the distrust attitude of the masses and seriously hinders the healthy development of non-governmental organizations.

3.2.3. Lack of Effective and Perfect Ways to Participate

In the dialogue with community citizens, it is found that the way of participation is also one of the factors that restrict citizens' participation in community governance. There are two main reasons: first, I don't know the way to participate; Second, the way of participation is not smooth. Therefore, the unsmooth way of participation has already affected the degree of citizen participation, resulting in the phenomenon of high willingness to participate and low participation rate in the community. The main problems are as follows: First, the functions of community neighborhood committees are misplaced and the administrative color is outstanding. The main form of citizens participating in community governance activities through neighborhood committees is still passive implementation participation; Second, the development of community non-governmental organizations is not perfect, and the individual citizens' voice power is small, and the effect is not good, which dampens the enthusiasm of participation; Third, the owners' committee is immature and its interests cannot be integrated. The obstruction of three important ways of participation leads to the dilemma of lack of reasonable ways of participation, and citizens often don't know how to participate.

It is known that at present, the neighborhood committees and property companies of the community regularly hold activities to solicit citizens' opinions, but most middle-aged and young citizens in the community are too busy to participate in activities in time, resulting in the dilemma of narrow coverage of activities. Although community citizens spontaneously set up WeChat group to safeguard their rights and interests, they failed to achieve comprehensive publicity. The number of people in the group was only over 400, far lower than the number of owners, and the audience was very limited; And because the communication channel is unofficial, even if there is a problem that causes extensive discussion among community citizens, it cannot be directly fed back to community managers, which leads to the participation becoming a mere formality, and some citizens have no choice but to adopt irrational means, resulting in negative consequences and worsening the relationship between the community and citizens.

3.2.4. The Functions of Community Neighborhood Committees are Misplaced

The Organic Law of Urban Residents' Committees of the People's Republic of China and other legal provisions show that urban residents' committees are different from sub-district offices, they are not state administrative organs, and they form grass-roots mass self-governing organizations together with rural villagers' committees. The government and neighborhood committees are guiding and being guided, and there is no subordinate administrative relationship [6]. In the process of community management, the correct duty of neighborhood committees should be the intermediary and coordinator of communication between government and citizens. While carrying out related community affairs and giving feedback to public opinion and social conditions, we will actively resolve community conflicts and maintain community harmony and stability. However, in reality, neighborhood committees actually undertake a large number of complicated administrative tasks, with prominent dislocation of functions and neglect of communication and exchange with community citizens, which has a strong administrative color when managing communities. In Table 4, we can find that 53.24% of the citizens in the community think that the community is an "institution under the government", and only 15.11% of the citizens know that the neighborhood Committee is a "community self-governing organization". Therefore, a large number of citizens in this community still have some misunderstandings about the working functions and roles of

neighborhood committees, and changing citizens' cognition in this respect should be the key task of the publicity work of neighborhood committees in the future.

In addition, there are big loopholes in the working methods of neighborhood committees, which need to be improved. Under the current social environment, community neighborhood committees often adopt passive working methods, lacking the awareness of active Be close to the people's livelihood and real-time understanding of community conditions. For example, the survey results in Table 13 show that when asked, "What is the main reason why you are usually unwilling to participate in community public affairs management?" At that time, 24.1% and 11.51% of the citizens chose "no time" and "no interest", 26.26% chose "not informed", another 20.14% did not know the way to participate, and 17.99% chose "whether to participate or not has no impact on the community". It can be seen that the poor publicity of neighborhood committees, the lack of initiative to mobilize and rally community citizens, and the insufficient communication with citizens are one of the important reasons for the low enthusiasm of citizens in this community.

4. Countermeasures and Suggestions on Promoting Citizens' Participation in Community Governance

Combined with the analysis of the causes of the dilemma of citizen participation, this paper puts forward four countermeasures and suggestions to promote citizen participation in community governance and realize the healthy and orderly development of community governance by improving citizen participation consciousness and ability, cultivating non-governmental organizations participating in community governance, broadening and innovating the ways of community citizen participation and rationalizing the relationship between government and community.

4.1. Enhance Citizens' Awareness and Ability to Participate

In the aspect of consciousness cultivation, participatory community culture should be taken as the supporting means, and good cultural atmosphere should be formed as the fundamental purpose. Based on this, on the one hand, the community needs to strengthen publicity and education, disseminate knowledge of citizens' rights and obligations, and gradually make community citizens form a sense of rights and obligations, so as to stimulate citizens' participation in community governance activities, actively supervise the work of community managers, and improve the effectiveness of public participation. On the other hand, the community should expand the types of community activities, not limited to square dance competitions and chorus competitions that the elderly love, but also take into account and attract the participation of middle-aged and young people through competitive competitions such as basketball and table tennis and related knowledge competitions, so as to balance the main structure of participation, gather community consensus and recognition, and stimulate the willingness of collaborative community building.

In terms of capacity building, on the premise of mature rationality and comprehensive quality standards, we should cultivate citizens' personality of stressing the rule of law, being patient and valuing rationality, and avoid the situation that they cannot devote themselves to community governance because of their limited ability. On the one hand, cultivate citizens' ability to understand policies. Mobilize community citizens to use their leisure time to learn scientific and cultural knowledge, publicize and promote the use of WeChat and other online platforms to set up study groups, launch colorful learning activities and discussion activities, improve their ability to acquire and understand relevant policy information, and avoid the irrational participation phenomenon of blindly advocating and resisting a certain policy due to their own knowledge level. On the other hand, cultivate citizens' political participation ability.

Theory should be combined with practice, and citizens should be guided to protect their legitimate rights and interests through proper channels when they encounter difficulties, to form realistic effects. In addition, by actively adopting the suggestions and feasible schemes of the community public, we can make them realize the truthfulness and effectiveness of orderly participation by the rule of law, improve their participation confidence and potential, and drive the benign operation of community governance activities.

4.2. Cultivate Non-governmental Organizations Involved in Community Governance

When participating in the management and decision-making activities of community public affairs, if citizens make a common appeal through organization, they can virtually increase the strength of the masses' voice, avoid the phenomenon that citizens' enthusiasm for participation is damaged by the ineffective voice of individual citizens, and thus improve citizens' negotiating ability. It makes the government and community more inclined to the interests of citizens when considering the allocation of public resources. The healthy and vigorous development of non-governmental organizations is of great significance in strengthening citizens' participation. [7] At this stage, we should focus on solving the difficulties faced by community non-governmental organizations from the following two aspects:

First of all, many parties cooperate to solve the funding problem of non-governmental organizations. On the one hand, the government should take active measures to promote the improvement of service quality of non-governmental organizations by combining the purchase of non-governmental organization services and tax reduction and exemption of enterprises' donations to non-governmental organizations, and at the same time, correct the public's misunderstanding of non-governmental organizations. On the other hand, non-governmental organizations should give full play to their subjective initiative, seek demand-related enterprises, jointly develop convenience cooperation projects and business service projects without harming citizens' interests, and provide convenient living services for community citizens while realizing multi-channel capital acquisition.

Secondly, non-governmental organizations should enhance their independence, actively carry out activities to benefit the people and establish a positive image. On the one hand, carry out community spiritual civilization construction activities, enhance citizens' awareness of rights, attract more citizens to participate in community construction, and seek better and more convenient services for citizens; On the other hand, it can create its own image, serve community citizens with practical actions, gain more voice for citizens to participate in community governance activities, gain citizens' trust, enhance the ability and effect of community citizens' interest expression, and win the support of the government and all sectors of society.

4.3. Broaden and Innovate the Ways of Community Citizen Participation

At present, the practice community residents' deliberation meeting system has appeared all over the country, which has aroused widespread concern. Hangzhou has promoted the residents' deliberation meeting system in the whole city, and made practice for promoting the modernization of grass-roots social governance system and governance capacity. It is understood that the participating roles of the system include community residents, building heads, community party members, street leaders and property company leaders. The specific process is as follows: Community residents put forward meeting topics in different ways and post them on the community bulletin board. Heads of buildings and residents' representatives hold preparatory meetings in advance and prepare for formal meetings. All participants are informed of the final topics, time and place of the meeting three days before the meeting. During the meeting, a show of hands is adopted, and the conclusions are formed in combination with

the resolutions of the participants, which are announced in the community bulletin board at the first time. This practice meets the requirements of public interests to a great extent, and has achieved certain results in some communities. It plays a positive role in broadening the ways of participating in community governance and encouraging residents to discuss community affairs. It can be extended to communities all over the country for practice and Constantly improve, so as to promote the community to complete the rational transformation from "making decisions for the people" to "letting the people make decisions" [8].

At the same time, the community should actively innovate the way of residents' participation, improve the level of community information infrastructure and realize the construction of "internet plus Community". On the one hand, neighborhood committees and property companies take the lead in establishing community microblogs and WeChat public accounts, and publishing community convenience information to facilitate community citizens to inquire and understand in time; On the other hand, community citizens are encouraged to participate in discussions on community public affairs through community microblogs, and to express their opinions and opinions on relevant information. The community will sort out and summarize the opinions expressed by citizens, put forward solutions and publicize them, so as to reach consensus and form a benign interaction between the community and residents [9]. In addition, neighborhood committees and property companies should expand the publicity and popularization of the official WeChat group of owners, promote the establishment of owners' committees, and call on citizens to discuss community affairs in real time so as to solicit opinions from the masses. The above practices enable young and middle-aged citizens who are busy with work and study to take advantage of the fragmented time to participate in discussions, which not only improves the unbalanced structure of community governance participants, but also greatly improves the authenticity and timeliness.

4.4. Straighten out the Relationship between Government and Community

To straighten out the relationship between the government and the community, the essence is to reshape the system and mechanism of community governance, focusing on the reform of the administrative system and its transformation process, and the core lies in the proper withdrawal of the power of the grass-roots government and the Return of the autonomy power of community neighborhood committees [10]. First of all, as the government's dispatched office, the street office should mainly perform the leading functions of community spiritual civilization construction and street economic development, as well as the comprehensive law enforcement functions of street environmental sanitation and city appearance; As representatives and defenders of the interests of the broad masses of the people, all government departments should firmly base themselves on the standard, avoid excessive interference in community affairs, avoid replacing the guiding relationship with the leadership relationship, minimize the distribution of administrative affairs, and actively plan, guide and coordinate community development and give necessary financial support. At the same time, formulate relevant policies scientifically and reasonably, and vigorously encourage the third sector or related enterprises to enter the community, improve the community development structure and enrich the community governance system.

Secondly, community neighborhood committees should dilute administrative color, avoid administrative work, and act as a bridge between citizens, community non-governmental organizations and the government. As front-line personnel facing the community masses, staff should take the initiative to change their work style [11]. We should not only change the concept of community work ideologically and improve our understanding of the subject status of citizens, but also actively implement the requirements in practical work, take the initiative to live in Maintain close contact with the people, accept the supervision of the masses, go to the masses, and make full use of contact visits as an effective measure to close the relationship

between citizens and neighborhood committees. Mainly for the vulnerable groups in the community, especially the lonely elderly, left-behind children, disabled or disabled citizens, as the focus of household visits, give them more care and love; For citizens who are busy with work and study, whose activity track is uncertain and who do not have enough energy to participate in community governance activities, they can take telephone interviews and consult public affairs management opinions regularly, so as to manage the community in a planned and purposeful way and promote the healthy and orderly development of the community.

5. Summary

Urban community governance, as a systematic project, needs not only the planning and guidance of the state and the government, but also the input and assistance of community neighborhood committees, property companies, non-governmental organizations, and the attention and participation of community citizens themselves, so as to form a model of multi-subjects participating in community governance. As an important subject of pluralistic governance system, citizens' participation plays an important role in the effectiveness of community governance. Therefore, it is necessary to ensure the citizens' right to participate in governance, broaden the ways of participation and improve the efficiency of grassroots governance. However, the construction of community governance in China started late. At this stage, citizens' participation still has some difficulties, such as unbalanced structure of participants, self-interest in participation and insufficient political participation. However, the overall development trend is good, and citizens' participation in governance has achieved certain results. The construction of grass-roots democratic system is moving forward steadily, and the diversified and institutionalized community governance system is gradually improving.

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