

The Historical Evolution, Experience Enlightenment and Practical Path of Township Governance

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Abstract: The modernization of national governance system and governance capacity cannot be separated from the modernization of township governance. Looking back at the evolution of township governance in Chinese history, summarizing the governance experience of more than 2000 years is helpful to promote the modernization of township governance with Chinese characteristics in the new era. Therefore, we should establish scientific governance concept, culvert the political ecology of the township, construct the characteristic culture of the township, create a positive governance environment, exert the governance role of multiple governance subjects, etc.

1. Introduction

The modernization of national governance system and governance capacity cannot be separated from the modernization of township governance. Our country at present, there are about 31800 towns (neighborhood offices). From the perspective of vertical relationship, towns connect with county (city, state) and connect with village. It is necessary to give up executive function; From the perspective of horizontal relationship, the township should transform from the traditional single government governance to the multi-subject role of market, society and so on. From the perspective of the relationship, the township should not only do a good job in planning and leading the regional economic and social development, but also provide high-quality public goods and public services. Therefore, in the context of the rural revitalization strategy and the promotion of urban-rural integrated development in the period of the 14th Five-Year Plan, the study of township governance capacity is related to the solution of the main rural contradictions, the realization of the rural revitalization strategy and the national governance goals.

2. The Value of Township Management

2.1. The Location and Basic Function of the Township

Article 95, 105, 108 and 110 of our basic Constitution stipulate the level, function and administrative subordination of township government. Township is the foundation of our society, an administrative area of the grass-roots organization, is the rural and market town collectively, connected with the country, with each institution at the county level, under the rural society, and the

town people direct communication, its work characteristic is "a thousand lines, a needle below", is the rural economic construction and social development of the organizer and the implementation. As the most grass-roots administrative organs, townships and towns should perform their duties at the grass-roots level, coordinate the "five-in-one" general layout and the "four-pronged Comprehensive" strategy, and strive to realize the Chinese Dream of the great rejuvenation of the Chinese nation.

2.2. The Meaning of Township Governance

Clarifying the relationship between national governance and grass-roots governance, and clarifying the main body and boundaries of governance at the township level are the prerequisite for the smooth promotion of high-quality township governance. In a broad sense, national governance covers the governance of all state affairs, which is equivalent to the governance of the country. Vertically, it covers the governance from the central government to the local government, and then to the grassroots, as well as the organizational and individual levels. Grassroots governance is the micro foundation of national and local governance. Compared with county governance, grassroots governance includes township governance and villager autonomy.

Township governance is the township according to laws and regulations, according to the requirements of the state, according to the will of the people, to give guidance to the people's life, adjust and reform, so that the grass-roots social operation to achieve an orderly state, meet certain requirements of the activities and processes. The modernization of township governance has become a developing trend, which has completely replaced the demand for service-oriented township government.

2.3. Value of Township Governance

The healthy development of the community depends on orderly governance, and township governance capacity is related to the realization of the rural revitalization strategy, and is an important part of the governance of the country.

2.3.1. Modernization of Township Governance Is an Integral Part of National Governance

Township governance is an organic part of the modernization of national governance. In our administrative system, the township is the most basic administrative organization. As the executive organ of the state's grass-roots power, its role is particularly important -- it must not only implement the policies of the central government, provinces and counties, but also organize and guide the development of towns and villages, and provide basic public services for the people at the grass-roots level. After reforming and opening up, our country has carried out several institutional reforms. Since 2005, the township combined with the new situation and new requirements, in order to solve the outstanding problems, carried out a bold and resolute reform. The establishment and staffing of township agencies are more reasonable, and over the past 10 years, some township agencies have gradually adjusted to subdistrict offices. The management of the number of township leadership positions and personnel positions is relatively standardized, and the real-name management of institutions and personnel establishment has been fully realized.[1] By the end of 2019, the reform will be carried out again. With a long-term management mechanism for issues such as the establishment of township institutions, the transformation of township government functions, strengthening of public services and law-based governance will become more powerful, and the governance capacity of the state's grass-roots administrative institutions will be effectively improved.

The goal and task of the modernization of governance capacity in the new era are strategic considerations based on national conditions. To improve the governance capacity of township governments is to thoroughly implement the new development concept, improve the quality and efficiency of development, and meet the people's ever-growing needs for a better life. It is necessary to consider the material and spiritual needs of the people, while ensuring the needs of democracy, rule of law, security and environment, and solve the problems of unbalanced and inadequate development from the grassroots level. We will highlight the strengths of the local governance system with Chinese characteristics.

2.3.2. Township Governments Shoulder the Responsibility of Rural Revitalization

Our government system is divided into five levels: the Central people's government of The State Council -- provincial or ministerial level government -- prefecture-level government -- county-level government -- town and township government. Town and township government should increase income, improve people's livelihood, maintain stability, promote harmony and other functions in the rural economy, public services, social management, democracy respectively. Our country's township is at the end of government level system, is the most basic administrative institution, go up the county municipal government leadership, start to the villager committee's guidance, support and help.

Improving township governance ability is the necessary meaning of realizing rural vitalization and protection strategy. During no great changes in a century, rural development in our country will be in a critical period of great transformation and transformation. Township governance capacity and rural revitalization complement each other. The implementation of the rural revitalization strategy is a fundamental policy to improve the modern social governance pattern, and the township governance ability is an important guarantee for the implementation of the rural revitalization strategy. In order to solve the unbalanced and inadequate regional development and achieve the goal of common prosperity, rural development in the new era must keep up with the requirements of The Times and the pace of the country. How to support, guide and help the village committee to do a good job in rural governance, stimulate the internal power of rural development, and achieve the five goals of industrial prosperity is not only a challenge for the village committee, but also for the township government.

3. The Evolution, Internal Logic and Revelation of Chinese Township Governance

Villages and towns have been the mainstay of Chinese society since ancient times. During the Spring and Autumn Period and the Warring States period, there were states with the state, the city, the township and the li as administrative divisions. During the Shang Yang Reform, there were counties, counties, townships, pavilions and li as administrative divisions. Therefore, in ancient and modern China, there has always been the administrative division of township; The town system appeared in the Northern Wei Dynasty. At that time, it was used to refer to small military bases. In the Song Dynasty, the town became an administrative system with commerce and handicrafts concentrated and below the county level. After founding a nation our country changed set town standard several times. The modern town has a high density of population. In addition to the industrial and commercial development of the ancient and modern towns, its public service facilities are also ahead of the township. The 1954 Constitution stipulated that the town and the township level.

3.1. Historical Evolution of Township Governance

3.1.1. Traditional Grassroots Social Governance

Imperial rule lasted 2,132 years in China. When the First Emperor of the Qin Dynasty created the imperial system, based on the Zhou Dynasty, he adopted the centralized system of prefectures and counties. Counties and counties (Dao) were set up throughout the country, while townships, pavilions, Li, Shi and Wu were social grass-roots organizations under the county (Dao). After the Song Dynasty, the state realized centralization with the system of counties as the backbone, and allowed the existence of diverse clans, religions and various social organizations at the grass-roots level.[2] The system of counties and counties under state governance was formed. However, China, with its vast territory and large population, has a limited level of governance and lacks the ability to deeply cultivate the grassroots. Some scholars believe that the governance system of traditional China is the system of counties and counties of "Confucianism and law", [2] and that the lowest administrative unit of the country in the period of absolute monarchy is the county, and the national governance system is "the royal power (imperial power) does not go to the county" -- that is, the public service function of the country does not go to the county, [3] and the negotiation between the people and the government is only at both ends of the grain payment and litigation. Therefore, the actual control of rural society by the state in rural grassroots society below the county level is carried out by local elites at the non-institutional level. [4] The government has no control over grassroots work, rural society is controlled by local forces, traditional Chinese governance, extreme imperial power and social organizations cannot compromise and rely on each other.

3.1.2. Township Governance after the Founding of the People's Republic

China began to build a modern country in the period of the Republic of China. However, the communication line between the government of the Republic of China and the nationalist government, namely the yamen, and the lower-level institutions, namely the rural neighborhoods, was cut off, [5] resulting in a lack of harmony between the upper and lower levels and between the old and new systems. From the perspective of social structure, in contemporary times, Chiang Kai-shek can be regarded as the first to create an original unified government for China. This new high-level organization did not have the support of voters at the lower level, and did not have the conditions and system to communicate with the lower level organizations. The political structure of the country was "top-heavy". Rural reform and land reform through MAO zedong, created a new low-rise institutions in China, MAO zedong also constitute a system of orders. [5] Reform and opening up have reshaped a coordinated and systematic middle level structure, including supervision, justice and banking. The modern national governance system with Chinese characteristics, which is based on the original civilization and tradition, is becoming more and more perfect.

After the founding of New China, as a modern country in the true sense, the country attaches great importance to the transformation of traditional grassroots governance, and realizes the concentration and penetration of state power by the way of the government sent to the countryside, the policy and legal services sent to the countryside, and constructs the grass-roots political organization and governance mode of the coexistence of the township and the administrative village. Farmers' associations and rural-village governments all over the country played the role of state power organizations to carry out land reform and rural management, which not only broke the traditional patriarchal system in rural areas, but also deeply rooted the national concept, national power and ideology in people's hearts, and farmers had a high degree of identification and dependence on New China. Since then, China has completely changed the fragmentation and

decentralization of the state power and the grass-root society, and realized the social integration through grass-root governance.

According to the Resolution on the Establishment of People's communes in Rural Areas of September 1958, rural areas are incorporated into communes, and a people's commune governance system is implemented, integrating government and social organizations, government and enterprises, and government and business affairs.

After 1978, with the widespread implementation of the household contract responsibility system, the society is in urgent need of a new rural governance mode to adapt to the transformation of the rural political and economic system, so as to realize the state governance in the rural grass-roots society, and the rural governance system came into being. According to the 1982 Constitution, the 1983 notice on the establishment of township governments separately from the government and social organizations, and the 1987 Organic Law of Villagers' committees, the grass-roots governance pattern of "township government and village governance" has gradually matured. "Township administration" refers to the establishment of administrative functions and powers at the most basic level of the state by townships (towns), the people's congress and the government, and the township (town) head responsibility system; "Village governance" takes the natural village and the resident community as the unit to set up the villagers' committees such as grassroots mass self-governance organizations, villagers enjoy the right of autonomy.

The coexistence of rural political power, the integration of government and society, and the governance of township and village are in essence the embodiment of the country's ability of social governance at the grassroots level under the specific governance environment. With the rapid change of rural society and the rapid development of villagers' self-governance, the multi - good governance which is coordinated by various governance bodies appears in the new period.

3.2. Internal Logic

Chinese civilization is the only civilization in the world that has not been broken since ancient times. As for the thought and system of national governance, it also has its characteristics of convergence and continuity to some extent.

3.2.1. Inheritance and Development of Governance Ideas and Systems

In different periods in Chinese history, due to different levels of productivity development, different concepts upheld and practiced by the ruling groups, different functions and responsibility systems of the government, and different levels of government governance. However, the system of prefectures and counties, the system of respecting Confucianism, the imperial examination system and the state-owned monopoly system as the pillars, formed a solid foundation for the long-term centralization and unification of China.

3.2.1.1 Inheritance and Development of Governance Concepts (Ideas)

The core philosophy of Chinese governance -- practical rationality. The unique secularism, the strong preference for secularism over metaphysics and theology, for example, the emphasis on social life and the relationship between king and minister, father and son and brother in social life since ancient times, has raised a solid and fundamental foundation for political organization and political stability,[6] This foundation was strengthened by the civil service system of selecting and appointing the imperial examination system and unified administration of the whole country since the Sui Dynasty. The practical rationality of "seeking truth from facts" and "putting people first" is an important concept for the country to carry out structural reform and innovation and explore the path of socialism with Chinese characteristics in governance based on the country's history and

reality, constantly summarize and draw lessons from the socialist and capitalist construction.

The concept of governance that reveres public opinion. The concept of "people as the state, the state Gu Bangning", "virtue of the way, Qi with rites", "people as the most important, the king as the light, the state of the state second", etc., had different degrees of influence on the Kings of successive dynasties. The way of being king and governing the country, which feared the public opinion, was not only the mainstream of the ancient rulers' thinking of governing the country, but also the ruling class and people of all dynasties and have been pursued and passed down to this day.

The governance concept is based on cooperation. Since ancient times, the Chinese people have valued harmony as the foundation of harmony, advocated the unity of nature and man, and regarded national unity and ethnic integration as beauty. "Big family" or "Chinese big family" is the most concise summary and expression of contemporary Chinese values, and also the foundation of China for thousands of years.[7]

3.2.1.2. Inheritance and Development of Governance System

The First Emperor of Qin unified China and created the first institutional arrangement for governing super-large states.[8] He determined the county system as the basic political system in the unified national governance. Strengthened by the Han Dynasty, the county system, the Confucian state theory and the integration of political structure and ideological structure formed a super-stable structure of the "trinity" feudal society with a strange ability to repair, and the Chinese feudal society continued for a long time. Correspondingly, national systems and national governance systems, including land system, tax system, imperial examination system, supervision system and military system, have been inherited and developed to varying degrees. In this process, the county system was constantly improving itself, and the administrative centralization at the upper level and the social autonomy at the grassroots level also developed simultaneously. After the reform in the Tang and Song Dynasties, the autonomy of the social grass-roots organizations was seriously weakened. As the dynasty cycles into the Qing Dynasty, the government has yet to spend money on reforming the upper organization and tightening the ties between the upper and lower levels, and the social discipline of the criminal law supplemented by moral standards, China lacks the structural strength to become a modern state when the West began the modern state, she lacks the necessary resilience.[5]

3.2.2. Inheritance and Development of Governance Model

Rule of man, rule of virtue (rule of rites) and rule of law coexist for a long time in traditional Chinese society. Rule of man and rule of virtue (rule of courtesy), as the main or only way of governance, are applicable in small, independent acquaintance societies; The political order of "not giving courtesy to the common people, not punishing the doctor" was the mainstream in the slave society, but "the management lost a management tool"[9] -- the collapse of rites and bad music gradually weakened the binding force of faith on people. Law is a kind of management tool in ancient society, "rule by law" refers to the supreme ruler "rule by law", the supreme ruler above the law is the most basic legislative spirit of legalism. [9]Different types of civilization give birth to different rule of law civilization[10]To build a socialist country under the rule of law, the Fourth Plenary Session of the 19th Central Committee put forward the requirements of promoting the modernization of the national governance system.

3.3. Enlightenment of Traditional Governance

A valuable and high-quality summary of the past is directly related to the direction of the future, to find the correct positioning and target for the future development, and to find the historical

experience and wisdom for the future development.

3.3.1. Implement Socialist Township Governance with Chinese Characteristics

China has a large rural population and a vast area, and its governance mode has been unique since ancient times. Especially in China's revolution and construction, one of the main problems to be solved is land. Since the founding of the People's Republic of China, the exploration and practice of the relationship between land and farmers has not only been in line with China's actual conditions, but also has unique Chinese characteristics, highlighting the people-oriented principle. The change of land ownership, use right and management right is to meet the requirements of the development of productive forces and adapt to the socialist nature of the emancipation of productive forces and the development of productive forces. Since the reform and opening up, the progress of the work of "three agriculture" has confirmed the gradual improvement of the township management level to a certain extent. Now, the production mode of farmers has undergone a huge change, and the living standard has been significantly improved.

3.3.2. Firm National Unified Leadership and Guide the Right Direction of Development

In history, any period with a strong and powerful central leadership was able to make an order and ban it, and it was a period when the country became rich and the people became strong. At a time of profound changes unseen in a century and compounded by the epidemic, China needs a central organization that can steer the ship steadily and concentrate its efforts to accomplish major tasks. Since the 18th CPC National Congress, the advantages of the system of socialism with Chinese characteristics have been highlighted, the country's governance system has been improved, and its governance capacity has been gradually improved. It is one of the distinctive characteristics of our township management that township and country maintain a high degree of consistency. Major national policies are implemented comprehensively and level by level from the central government, provinces, cities, counties to towns and townships to ensure the consistency of the direction of development.

3.3.3. Put the People First

The main body of grassroots social governance is the people, and the state takes the people's sense of gain, satisfaction and happiness as the measurement criteria. To ensure and improve people's livelihood and release the advantages of the socialist system with Chinese characteristics through grass-roots governance in townships, we must first implement the people's right to be masters of their own affairs, support and encourage mass self-governing organizations to participate in social governance, create platforms and opportunities for people to consult and discuss issues, and give play to the people's subjectivity in township governance.

3.3.4. Continue to Stimulate Internal Motivation Through Reform and Innovation

Although Zhou was an old state, its life was reformed. From the New Democratic Revolution to the socialist revolution, construction and reform, the Chinese people are good at reforming the relations of production that hinder the development of productive forces. Building socialism with Chinese characteristics is a process of constant exploration, trial and error, and revision. The all-round reform, which began gradually in 1978, is a process of China's self-revolution, self-development and gradual self-improvement of the socialist system. Through self-revolution, the society solves its contradictions and releases its internal power. Through economic, political, social and other fields of reform, grassroots governments stimulate the vitality of township governments,

market players, rural organizations and individual citizens to participate in governance, and achieve a modern township governance pattern of sharing, building and co-governance.

4. The Realistic Path of Modernization of Township Management

4.1. Establish a Scientific Concept of Governance

Values guide governance behavior and governance environment, which is the basis and premise of governance ability. In the new era of socialism with Chinese characteristics, the government should change the traditional absorption of social resources and social control at the grassroots level, establish a correct concept of governance, performance concept and modern governance concept, and highlight the people's principal position and stress the responsibility orientation in the strategic direction.

4.1.1. Strategic Orientation

The strategic plan is a blueprint, and our government is very good at it. We are at the beginning of the 14th Five-Year Plan for national economic and social development. An organization that can focus on strategy will first consider its goals, strengths and weaknesses, and opportunities and challenges before making long-term development goals and effectively allocating resources. The scientific application of strategic management in township management can consciously establish the "four consciousness", avoid short-term behavior and local benefits, and ensure that the township work covers the overall situation and has sustainability.

4.1.2. People Oriented

The idea of serving the people wholeheartedly and taking the people as the main body has been the direction and development goal of New China since the founding of the People's Republic of China. In political development, we have established democratic centralism as the fundamental organizational system and leadership system of the state, and we emphasize the whole process of people's democracy. In economic development, our ultimate goal is common prosperity and the fruits of reform and development will be shared by the people. In cultural development, we should adhere to the principle that advanced culture is of a mass nature and is based on the people.

In the new era, the main function of the township government, to provide the terminal product is the service: for township enterprises, villagers, higher departments, departments at the same level, and to serve and guide and assist the village committee. Adhering to the people-oriented approach means taking the people's thoughts and expectations and the people's livelihood as the fundamental starting point and destination of their work, and taking the people's satisfaction, sense of gain and happiness as the measuring standard and important basis.

4.1.3. Responsibility Orientation

Each staff and department of township government assumes certain responsibilities, which requires government personnel to have a higher sense of service and responsibility. In the work, first, the emphasis on responsibility and responsibility, to create a culture of not shirking responsibility and dare to take responsibility; Second, when setting performance targets, it is highly relevant to the interests of the people, and the weight of core responsibility indicators is the largest, so as to ensure the provision of quality services for the people. Third, the evaluation system with incentive effect must be closely linked with the construction of credibility, resource allocation, human resource management and performance responsibility.

4.2 Cultivate Township Political Ecology

With the rapid development of economy and society, the economic structure and development environment of the township have undergone great changes. The residents' positioning for a better life is getting higher and higher, and the atmosphere for the township staff to do business is changing accordingly. The township should create a healthy and good political ecology and a positive social environment with clear wind. In terms of the selection and assessment mechanism, we give top priority to political literacy and the spirit of responsibility, pay attention to the administrative work style and the construction of a clean government, conduct annual Deloitte performance assessment, pay attention to the effectiveness of economic and social development work, public evaluation and other indicators, and stress that leading officials should speak politics, understand the economy and social undertakings. "If you do wrong, the people will be satisfied; Wrong, the people will not accept, "since ancient times all the same.

4.3. Construct Township Culture and Create a Positive Governance Environment

Governance Environment

Township culture, including the country under the leadership of the government under the leadership of the security of the people's administrative way, the assessment of the formation of the administrative style, ethos style and such culture, mainly to the township government's development concept, governing style, work style as the main line, but also includes the development and inheritance of local excellent traditional culture.

Culture is the root and soul of a region. To inherit and carry forward the local excellent traditional culture, build the advanced socialist culture, firmly occupy the ideological leadership, must be the government's unremitting work. Excellent traditional culture plays a very important role in the reconstruction of social order in contemporary China. The modernization of township governance does not mean the loss of characteristics, culture and history in the construction of industrialization, urbanization and agricultural modernization. On the contrary, the excellent traditional culture of the township is the accumulation of the economic, political and social development of the township so far. It is not only the growth point of the new rural culture, but also, because of the characteristics of the culture itself, the governance system of the township naturally should be based on the inheritance of the excellent rural culture, overall consideration and integrated development, to build a modern countryside. In the context of globalization and modernization, we should take excellent rural culture as the main line to lead the harmony and synchronization of economy, politics and society. Therefore, we should innovate management, create township performance culture, increase financial input to township cultural development, coordinate urban and rural cultural development, carry out cultural classics activities, support the integration of culture and scientific innovation, scientific management of cultural compounds.

Township governments should, through innovative management, focus on exploring local cultural characteristics, combine local traditional culture with modernization, and strive to promote the standardized and equal development of basic public cultural services, so as to enrich cultural heritage and brighten people's lives. Guided by culture, township residents can enjoy the benefits and convenience of cultural life.

4.4. Good Governance by Multiple Entities

One of the substantive differences between governance and governance is that the subject of governance can only be the organ of government power, and the subject of governance can be a government organization, or other non-government organizations, or a joint organization between

the government and the people. Governance is from the perspective of the government itself, while governance is from the perspective of the whole society.[11]

4.4.1. Clarify the List of Responsibilities of Township Governments

As the world economy is in a downturn, the Chinese government has called for deepening reform to address the lack of internal driving force for economic development. Political reform should move in the same direction and with the same frequency as economic and social reform. Township governments are a crucial role. As the most basic, closest to the rural grass-roots political power, the governance performance of township government is related to the importance, which directly affects the implementation of the rural revitalization strategy.

In order to transform the functions of township governments, especially to realize the scientific effectiveness of township government governance, the premise must first be to reasonably confirm the township level government responsibilities, that is, to clearly define the working boundary between the township and the upper and lower levels, so as not to be offside or overreach. We will properly handle the attribution of powers, responsibilities and interests between counties and cities, towns and administrative villages, and between towns and enterprises. We will properly determine power and clarify public, internal and external, and upper and lower boundaries.

Keep pace with The Times and build a modernized government. To implement the township governance innovation strategy, according to the legal system, combined with technology and big data to build a modern government. With the improvement of the education level of township residents and the popularization of electronic equipment and network, the township should also build a perfect online service platform for administrative affairs APP to improve the accuracy and efficiency of the service.

4.4.2. Other Governance Entities Do Their Best

The essence of social management innovation is to mobilize citizens to participate in social construction and national governance, and to move from government "sole governance" to "social co-governance".[12]Therefore, it is also necessary to strive for a strong government-strong society-oriented cooperative relationship between township governments, the market (enterprises) and society (citizens), so that various governance subjects will be in their respective positions and appropriate roles, and township governance will be integrated into the schedule and road map of national governance modernization by 2035 and the middle of this century.

4.5. Establish an Effective Township Governance Evaluation Mechanism

Evaluation mechanism has a guiding function for governance, evaluation promotes scientific governance. The social governance in our country has experienced the process of social control-social management - social governance in the concept. To achieve high-quality social governance and finally realize governance modernization, we should design an effective evaluation mechanism. Set up reasonable indicators, from the development quality, development mode, development potential, development effect, characteristics and other aspects of scientific guidance and evaluation, effective guidance of township governance.

5. Conclusion

The practice of governance over 2000 years has accumulated a large amount of experience and lessons. Combined with the situation of great changes rarely seen in a century and the actual local conditions, in the new journey of the second centenary goal, China's towns and villages must

successfully complete their role positioning in the overall modernization of national governance capacity. Only by adhering to the correct political direction, adhering to the concept of people-centered development, adhering to the rule of law and introducing multi-subject participation in governance, can towns and villages build, develop and consolidate the political, economic, cultural, ecological and social life of their residents and realize the modernization of governance.

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