

# Grassroots Governance and Judicial Administration from the Perspective of Five-Governance Integration: Multi-Collaborative Governance Logic and Practical Path

Zhongmei Li\*

Shanghai University of Political Science and Law, Shanghai, China

\*Author to whom correspondence should be addressed.

**Abstract:** *This study is based on the goal of modernizing the national governance system. It takes the "five-governance integration" of politics, moral governance, legal governance, autonomy, and intelligent governance as the analytical framework, and systematically explores the interaction mechanism between judicial administrative functions such as people's mediation, community corrections, grassroots legal services, and lawyer management and grassroots governance. The study found that the integration of the five governance has formed synergistic effects in dispute resolution, transformation of special groups, legal communication, professional services and other fields through value integration and tool innovation: People's mediation resolves grassroots conflicts with the model of "rule of law framework + moral governance + autonomous participation + intelligent governance technology + political guidance" (such as a case of property dispute mediation in a community in Shanghai); community correction promotes the re-socialization of special groups through the path of "rule of law enforcement + moral governance education + autonomous integration + intelligent governance precision + political security" (such as a case of psychological intervention for community correction subjects in Zhejiang); grassroots legal services support grassroots governance with the system of "rule of law communication + autonomous empowerment + moral governance penetration + intelligent governance innovation + political tasks" (such as a case of legalization revision of village rules and regulations in Shaanxi); lawyer management improves governance professionalism through the mechanism of "rule of law norms + autonomous guidance + moral governance public welfare + intelligent governance collaboration + political responsibility" (such as a case of a lawyer team in Beijing participating in grassroots legislative consultation). This study provides a theoretical framework and empirical reference for understanding the functions of judicial administration and innovating grassroots governance models, and helps the grassroots practice of national governance modernization.*

**Keywords:** Integration of the five Governance Systems; Grassroots Governance; Judicial Administration; People's Mediation; Community Corrections.

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## 1. Introduction

As a micro-unit of national governance, the effectiveness of grassroots governance directly determines the depth and validity of the modernization of the social governance system. Driven by the dual forces of social structural transformation and interest pattern adjustment, grassroots governance faces challenges such as the complexity of conflicts and disputes and the fragmentation of governance resources, and it is urgent to build a diversified and coordinated governance paradigm. Through the functions of people's mediation, community corrections, grassroots legal services, and lawyer management, judicial administration work is deeply coupled with the direction of political guidance, the penetration of moral education, the guarantee of legal norms, the endogenous vitality of autonomy, and the empowerment of smart governance technology, becoming a key tool for solving grassroots governance problems.

Taking the upgrade of Zhejiang's "Fengqiao Experience" as an example, when a community dealt with disputes over installing elevators in old communities, it established a five-governance coordination mechanism of "Party

Committee Coordination (Politics) - Village Elders Mediation (Moral Governance) - Legal Review (Rule of Law) - Residents' Referendum (Self-Governance) - Smart Platform (Smart Governance)", which helped 85% of residents reach a consensus and complete the construction within three months, achieving both procedural justice and maintaining emotional connections in the community. Such practices show that the integration of the five governances is not a simple superposition, but a governance synergy formed through institutional design and technological innovation. This article reveals the inherent logic of the integration of judicial administrative functions and the five governances through multi-dimensional case analysis and theoretical interpretation, and provides an empirical paradigm and theoretical support for the modernization of grassroots governance.

## **2. People's Mediation: A Grassroots Dispute Resolution Hub Integrating Multiple Values**

### **2.1 Flexible dispute resolution mechanism under the rule of law**

The rule of law provides an institutional foundation for people's mediation. The People's Mediation Law clarifies the legality of the mediation procedure. For example, a mediation agreement can be converted into compulsory enforcement through judicial confirmation (Article 194 of the Civil Procedure Law). In a dispute over noise nuisance caused by a shop in a community in Shanghai, the mediator defined the responsibility based on Article 294 of the Civil Code (neighboring relations), and guided the merchants and residents to formulate "business hour restrictions + sound insulation facility standards" in accordance with the Environmental Noise Pollution Prevention and Control Law, and finally reached a written mediation agreement and applied for judicial confirmation. In this case, the rule of law not only provides behavioral boundaries, but also enhances the credibility of mediation through procedural justice, achieving the dual goals of "case closure" and rule transmission.

### **2.2 Endogenous Resolution Driven by Autonomy**

Grassroots self-governing organizations are important vehicles for people's mediation. A village in an urban area in Shaanxi Province established a "village elders mediation committee" composed of retired teachers, clan elders, etc. When dealing with disputes over farmland irrigation, it cited the principle of "water rights give priority to grain crops" in the village rules and regulations, coordinated farmers to allocate irrigation time according to the planting area, and included the negotiation results in the "Village Agricultural Water Management Measures". In this process, the power of self-governance not only resolves specific contradictions through the reproduction of local norms, but also strengthens the villagers' recognition of self-governance rules, forming a closed loop of "dispute resolution-rule improvement-self-governance capacity improvement".

### **2.3 Emotional restoration guided by moral governance**

Moral governance bridges the rigidity of law through ethical consensus. In a family inheritance division dispute in Jiangsu, the mediator, based on the inheritance chapter of the Civil Code and combining the traditional ethics of "order of elders and young ones" and "harmony in the family brings prosperity", guided the children to give priority to the issue of supporting their mother, and finally reached a "property discount compensation + rotational care" plan. Social capital theory shows that such practices enhance family trust through moral education, and after the dispute is resolved, the parties jointly participate in the community's "filial piety and love for the elderly" volunteer service, achieving a dual improvement in individual relationship repair and community moral capital accumulation.

### **2.4 Efficient mediation assisted by smart governance**

Smart governance technology reshapes mediation effectiveness. Hangzhou's "ODR Online Conflict and Dispute Diversified Resolution Platform" integrates big data analysis and artificial intelligence technology, and builds 12 types of intelligent mediation models such as "marriage and family" and "property disputes" by capturing 100,000 dispute data in the past five years. In a labor dispute in 2022, the platform automatically matched similar cases (83% winning rate) and generated a "economic compensation + vocational training" mediation proposal. It took only 48 hours for both parties to sign the agreement online. Data shows that the platform's average mediation cycle

is 70% shorter than the traditional model, and the online execution rate is 91%, reflecting the revolutionary improvement of governance efficiency enabled by technology.

## **2.5 Maintaining political stability**

Political guidance ensures that mediation serves the national strategy. In the land acquisition and demolition of an industrial park in Guangdong, the grassroots mediation organization, under the leadership of the Party Committee, established a collaborative mechanism of "policy propaganda team + legal service team + village council": through party lectures to interpret the "new development concept" (political function), legal consultants review the compensation plan (legal means), and the village representative assembly votes on the resettlement details (autonomy procedures), 300 households signed contracts within 3 months to avoid mass incidents. This case highlights the political value of people's mediation in maintaining social stability and ensuring the implementation of major projects, and has become a grassroots "stabilizer" of the national governance system.

## **3. Community Correction: A Path to Correction for Special Populations through Multi-Governance Collaboration**

### **3.1 The legal basis of community corrections**

The rule of law dominates the entire process of community corrections. The Community Correction Law clearly stipulates the applicable objects and regulatory measures. For example, the use of electronic positioning bracelets must comply with the Personal Information Protection Law. A community correction subject in Zhejiang (suspended sentence for fraud) left the jurisdiction without authorization. The judicial administrative authority issued a warning in accordance with legal procedures and carried out admonition education in conjunction with the public security agency. This case reflects the rigid constraints of the rule of law, which not only protects the human rights of the correction subjects, but also maintains the authority of punishment through procedural justice.

### **3.2 Social Integration of Autonomous Participation**

Community self-governance is an important support for community corrections. A community in Chengdu has set up a "correction assistance group" composed of grid members, volunteers, and family members of correction subjects, providing "vocational skills training + psychological counseling + community activity participation" services for released prisoners. With the help of the group, a probation subject of a theft case participated in environmental improvement through a community public welfare post, gradually gained recognition from residents, and successfully joined a property company one year later. Self-governance participation helps correction subjects reconstruct their identity and reduce recidivism rates by creating opportunities for social connection (the recidivism rate of correction subjects in this community has been only 1.2% in the past three years).

### **3.3 Reshaping the Soul through Moral Education**

Moral governance promotes resocialization through the transformation of values. A community correction institution in Jiangsu Province launched the "Moral Lecture Hall into the Community" activity, inviting national moral models to tell stories of dedication and dedication, and guiding the correction subjects to reflect on the ethical deficiencies of criminal behavior. After participating in the "Caring for the Elderly" volunteer service, a correction subject in a deliberate injury case took the initiative to write a "Repentance and Rebirth" experience and proposed a transformation plan of "using labor to make up for mistakes." Such practices show that moral governance touches the deep psychological structure of the correction subjects through emotional resonance and moral practice, and realizes the transformation of "legal deterrence-moral consciousness-behavior change."

### **3.4 Precise correction enabled by smart governance**

Smart governance technology enables personalized correction plans. Beijing's "Smart Correction Center" uses an AI psychological assessment system to conduct risk assessments on correction subjects: a minor in a robbery case was assessed to have "lack of impulse control + social anxiety", and the system automatically generated a "cognitive behavioral therapy + social skills training" plan, and used VR technology to simulate conflict scenarios

to train coping skills. Data shows that after the center used smart governance methods, the recidivism rate of high-risk subjects dropped by 42%, and the matching degree of correction plans increased by 65%, reflecting the support of technology for precise governance.

### **3.5 Control of the direction of political guidance**

Political security is the fundamental goal of community corrections. In a community correction project in Xinjiang, the judicial administration has included the strengthening of the sense of community of the Chinese nation into the educational content, and has guided the correction subjects to establish national identity by organizing the study of the white paper "Some Historical Issues in Xinjiang" and carrying out the "National Unity as One Family" activity. During the correction period, a participant in an illegal religious activity took the initiative to reveal clues of infiltration of extreme ideas, reflecting the strategic significance of political education in preventing social risks and maintaining national unity.

## **4. Grassroots legal services: the cornerstone of the rule of law and the integrated support of diversified governance**

### **4.1 Grassroots legal services and the dissemination of the concept of rule of law**

The dissemination of the rule of law is the core function of grassroots legal services. During the implementation of the "one village (community) one legal adviser" system in Shaanxi, a lawyer team held a lecture on "The Civil Code and Life" at a rural market. They interpreted issues such as land transfer disputes and marriage and family rights and interests by combining the provisions of the Civil Code with typical cases (such as the "First Divorce Housework Compensation Case"), and distributed more than 2,000 copies of the "Rural Common Law Handbook" on site. The survey showed that after the event, the number of villagers' legal consultations increased by 300%, and the proportion of legal disputes resolved through litigation decreased by 25%, reflecting the empowerment of the dissemination of the rule of law on grassroots governance.

### **4.2 Legal think tank for autonomous affairs**

Grassroots legal services provide normative guarantees for self-government. In the restructuring of a village shareholding economic cooperative in Zhejiang, the legal adviser participated in the revision of the articles of association throughout the process, reviewed the equity setting, decision-making procedures and other clauses in accordance with the Company Law and the Law on Farmers' Professional Cooperatives, and suggested deleting the illegal content of "out-married daughters are not allowed to participate in dividends" and adding a "talent shareholding incentive" clause. After the articles of association were voted through by the villagers' representative assembly, they successfully introduced industrial and commercial capital to develop rural tourism, and the annual collective economic income increased by 150%. This case shows that the empowerment of the rule of law can improve the scientificity and sustainability of autonomous decision-making.

### **4.3 Legal implementation of the concept of moral governance**

Moral governance and legal governance complement each other in legal services. In a labor arbitration case in Guangdong, a worker had a dispute with the company over work-related injury compensation. While calculating the amount of compensation based on the Work-Related Injury Insurance Regulations, the legal service worker cited the concept of "corporate social responsibility" and suggested that the company increase rehabilitation subsidies from the perspective of humanistic care. In the end, the two parties reached a mediation agreement, and the company paid an additional 30,000 yuan in rehabilitation expenses and established a "work-related injury prevention training mechanism." This type of practice optimizes legal results through moral guidance and achieves the unity of "law, reason, and emotion."

### **4.4 Service expansion of smart governance innovation**

Smart governance improves the accessibility of legal services. Guizhou's "12348 Guizhou Law Network" integrates intelligent consultation, online notarization, remote mediation and other functions. Farmers can submit

land contract dispute consultations through a mobile phone APP, and the system automatically matches legal terms with local cases. Data from 2023 shows that the platform has an average daily visit volume of 52,000 times, and the accuracy rate of intelligent consultation answers is 89%, providing "zero-running" legal services for remote areas and alleviating the problem of resource shortage at the grassroots level.

#### **4.5 Political awareness is integrated into the service**

Grassroots legal services serve the national rule of law strategy. In the "Bringing Laws to Temples" activity in Tibet, the lawyer team interpreted the Constitution and the Regulations on Religious Affairs for religious people, combined with the education of "national consciousness, civic consciousness, and legal consciousness", and assisted temples in formulating the "Fire Safety Management Regulations" and "Cultural Relics Protection System". This kind of work integrates political requirements into legal services, enhances the grassroots people's recognition of the strategy of governing the country according to law, and consolidates the political foundation of grassroots governance.

### **5. Lawyer Management: Professional Leadership under the Guidance of Diversified Governance**

#### **5.1 Professional service guarantee under the rule of law**

The rule of law ensures the quality of lawyers' practice. The "Code of Professional Ethics and Professional Discipline for Lawyers" of the All-China Lawyers Association requires lawyers to abide by confidentiality obligations in grassroots legal services. For example, when a Beijing law firm represented a rural collective land expropriation case, it strictly applied for review of the expropriation approval document in accordance with the "Regulations on Government Information Disclosure" to avoid damage to the rights and interests of the parties due to procedural defects. In a house demolition case in 2022, the lawyer assisted the parties in filing an administrative lawsuit and obtained compensation because he discovered in time that the expropriation decision had not been announced in accordance with the law, reflecting the role of the rule of law in protecting the rights and interests of the parties.

#### **5.2 Lawyer Management: Professional Guidance and Driving the Path from Grassroots Self-government to Legal Maturity**

Lawyers provide strategic planning for grassroots self-government. In the construction of a new rural community in Shanghai, the lawyer team assisted in the formulation of the "Five-Year Plan for Community Rule of Law Construction", proposed three major projects: "Construction of a legal culture base + training of autonomous organization capabilities + early warning mechanism for conflicts and disputes", and designed supporting systems such as the "Rules of Procedure for Residents' Meetings" and "Management Measures for the Use of Property Maintenance Funds". Two years after the implementation of the plan, the dispute rate in the community dropped by 40%, and residents' satisfaction with the rule of law reached 92%, demonstrating the promotion of professional power to the modernization of self-government.

#### **5.3 Public welfare responsibility of promoting moral governance**

Moral governance drives lawyers to fulfill their social responsibilities. In the "1+1" China Legal Aid Volunteer Action, a lawyer has been stationed in poor counties in Gansu for three consecutive years, recovering more than 5 million yuan in unpaid wages for migrant workers, and launched the "Rural Revitalization Legal Escort Plan", providing free contract review services to more than 100 cooperatives. Such public welfare practices not only demonstrate the principle of legal equality, but also enhance the grassroots society's perception of fairness and justice through the moral demonstration effect of lawyers.

#### **5.4 Efficient collaboration driven by smart governance**

Smart governance optimizes lawyer service models. A law firm in Shenzhen has developed a "grassroots governance legal think tank system" that integrates legal libraries, case libraries, and document libraries in the

fields of land management and social security. Lawyers can quickly generate a "Legal Risk Assessment Report" through keyword searches. When participating in the comprehensive administrative law enforcement reform of a certain street, the system automatically compared more than 200 laws and regulations, sorted out 12 issues of ambiguous law enforcement powers, and assisted the government in formulating a "List of Law Enforcement Matters", reducing the incidence of law enforcement disputes by 67%.

### 5.5 Fulfilling social responsibilities under political guidance

Political guidance ensures that lawyers serve the overall situation. After the implementation of the Hong Kong National Security Law, the mainland lawyer team provided compliance training for Chinese companies in Hong Kong, interpreted the application of Article 29 (terrorist crimes) of the Hong Kong National Security Law, and assisted companies in establishing internal risk prevention and control mechanisms. This kind of work starts from the perspective of safeguarding national sovereignty and security, reflects the political responsibility of the legal profession, and provides legal protection for the practice of "one country, two systems".

## 6. Conclusion

This study reveals that the integration of the five governances has formed a compound governance model in grassroots governance through value coordination and tool innovation, with "politics setting the direction, moral governance nourishing people's hearts, legal governance strengthening guarantees, autonomy increasing vitality, and smart governance improving efficiency". The "flexible governance" of people's mediation, the "resocialization project" of community corrections, the "legal capillaries" of grassroots legal services, and the "professional empowerment" of lawyer management all achieve a multiplier effect on governance efficiency through the organic integration of the five governance elements.

Future research needs to further focus on the deep coupling of digital technology and the integration of the five governances (such as the application of blockchain in the evidence storage of mediation agreements), the adjustment of governance strategies under urban-rural differences (such as the difference in the weight of the five governances between urban villages and rural governance), and the capacity building path of grassroots governance entities (such as the "law + psychology + technology" composite training system for mediators). To deepen the practice of the integration of the five governances, it is necessary to improve the multi-faceted coordination mechanism under the leadership of the Party Committee, strengthen institutional supply and technological innovation, promote the transformation of grassroots governance from "fragmented response" to "systematic governance", and provide more solid grassroots support for the modernization of the national governance system.

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