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Abstract. In his report to the 19th CPC national congress, general secretary Xi Jinping systematically elaborated the concept of "governing ability". The specific requirements are set out in eight areas, namely, the ability to learn, the ability to lead politically, the ability to reform and innovate, the ability to develop scientifically, the ability to govern according to law, the ability to work for the masses, the ability to concentrate on implementation, and the ability to manage risks. It points out the direction for the training and promotion of leading cadres. Cadre capacity-building is important, but it is often overlooked in border areas. This paper will implement the report of the 19th national congress "comprehensively enhance the ability to govern" requirements, Analyze the new problems of security and development in southwest border area under the new situation. Through research and design, an analytical framework for the evaluation system of grass-roots leading cadres' governing abilities in southwestern border areas is constructed, in order to improve the level of leadership under the new situation and provide theoretical support for the security and development of border areas.

Introduction

The governing ability of the southwest border area has its particularity and urgency. Firstly, is the location advantage. With the development of "one belt and one road" construction, the southwest border area has changed from a closed border area to a frontier and radiation center open to Southeast Asia and South Asia. Secondly, there are a large number of ethnic minorities and cross-border nationalities in the southwestern border areas, National identity and state identity have become important issues concerning the overall situation of the country. Thirdly, religious issues are complex and the struggle in the ideological field is fierce. Fourthly, there are frequent non-traditional security problems such as drugs, AIDS, illegal smuggling and non-personnel. Fifthly, the southwest border area has a long border line (8900 kilometers), which accounts for about one third of the total border line in China, border neighbouring countries have different political systems and wide disparities in economic development. Therefore, exploring the governing ability of grass-roots cadres in the southwest border has a positive effect on one third of the national border management.

Research Object

The research object of this paper is the grass-roots leading cadres in the southwestern border areas. Among them: The southwestern border area refers to the southwestern land border counties bordering neighbouring countries, including Tibet (20), Yunnan (25) and Guangxi (8), with a total of 53 counties. Leading cadres at the grass-roots level include county and township levels. The core concept is the governing ability, which mainly studies the three-dimensional concept on the space-time axis of the governing ability. Specifically as follows:

1. Space axis: The same leading cadre's ability to govern in different positions is different. Different leading cadres perform differently in the same post.
2. Time axis: The same leading cadre's ability to govern varies with time. Different leading cadres perform differently in the same period of time.

3. Mature axis: The performance of leading cadres' governing ability in time and space dimensions can be assessed by maturity level.

![Figure 1. Constitution of Governing Ability.](image)

Competency theory divides the governing ability into benchmark governing ability and discriminatory governing ability. The maturity theory evaluates the maturity of governing ability in terms of "initial level, growth level, basic competency level, competency level and excellence level".

**Study Population and Sample**

Overall, the study was conducted by grass-roots leading cadres in the southwestern border areas. The southwestern border area covers a total area of 450,000 square kilometers with a total population of 94.55 million, including 53 counties and cities (20 in Tibet, 25 in Yunnan and 8 in Guangxi). Firstly, data collection is very difficult, in order to achieve the research purpose, the approximate formula of the sample size of the total percentage is adopted in this study.(Cochran,1977),The sample is 14 border counties. In the actual process, the sample number of border counties should take into account all border neighbouring countries. Secondly, interview sampling scheme design. According to the sampling principle, three interview outlines are planned to visit cadres, border people and grass-roots leading cadres in neighbouring countries. The number of visitors was initially set at 28 county-level and 140 township-level cadres. At the same time, we should visit a certain number of border people, cadres of border neighbouring countries and citizens of border countries according to needs. Thirdly, the design of questionnaire survey scheme; 1000 questionnaires are planned to be distributed in 14 border counties, supplemented by SPSS statistical software for analysis.

**Research Framework**

This paper follows the analytical framework of "theoretical construction—Evaluation System—weight assignment—practical application - optimization path".

①Construction of the theory of assessing the governing ability of grass-roots leading cadres in southwest border area. Drawing on competence theory and maturity theory. First of all, the theory of competence is introduced, and the governing ability is divided into "benchmark ability" and "differentiated ability." Benchmarking skills are essential skills for leading cadres at the grass-roots level in the border areas, and they are sufficient conditions for all work in border areas. Such as learning skills, mass work skills; Differentiating skills is an important skill in distinguishing leading cadres at the grass-roots level in border areas, and once these skills are acquired, they can greatly improve the ability of the grass-roots work in border areas, Such as reform and innovation skills,
risk management skills and so on. Secondly, the theory of maturity is introduced, and the maturity level of the governing ability is divided into "initial level, growth level, basic competence level, competence level and outstanding level". Analyze the relevance and maturity level of grass-roots leading cadres based on demographic characteristics (gender, nationality, age, education, political outlook, job level, working years).

② Study on evaluation index of leading cadres in southwest border area. The construction of the evaluation system is mainly through the three levels of "goal-dimension-indicator". First, clear goals; It is mainly to carry out scientific quantitative evaluation of the governing power in order to build a high-quality, professional cadre of grass-roots leaders in the southwestern border area. Secondly, build dimensions. The dimensions of the system of assessment of governing ability are divided into two dimensions: Benchmark ability and discriminative ability, the eight governing powers in the 19th National Congress report are classified as standard and differentiated. Finally, collect indicators, using "existing indicators, expert survey indicators and interview indicators" to collect three methods, Among them, existing indicators refer to indicators that have been repeatedly tested and have been effective in practical work in border areas and can be used directly, such as learning skills; Expert survey indicators are conducted through experts in the field of grass-roots governance research in border areas; Interview indicators are those that are summarized and refined after interviews with cadres and people in border areas. This study will combine the above three ways to collect indicators.

③ The weight assignment and priority of leading cadres at the grass-roots level in southwest border area. After the index of governing ability evaluation is determined, it is necessary to assign weights and prioritize the index in order to observe and analyze the governing ability more intuitively. Firstly, the judgment matrix is constructed according to the subjection relationship between the three levels of "goal-dimension-index". Secondly, the single order and consistency test of each matrix are carried out, and the eigenvector values of each matrix are obtained, that is, the weights of the indicators; Thirdly, the relative weight assignment and overall priority of all indexes are obtained by normalization and total ranking.

④ Application of the system of investigation, understanding and evaluation of the governing ability of grass-roots leaders in southwest border areas. Firstly, the evaluation system is used to evaluate the level of the governing ability of grass-roots leaders in the Southwest border area. Secondly, the mature level of the leading cadres in the Southwest border area is evaluated. Thirdly, the correlation of the governing ability based on demographic difference is analyzed.

⑤ Optimization path of evaluation of grass-roots leaders in southwest border area. In the specific political, economic, social, cultural and ecological fields, we need to change ideas, build institutions, institutions and the legal system, train and train personnel, and build various capacities and upgrade them, to study and optimize the evaluation path of leading cadres, we will raise the index system to a stable ability enhancement mechanism.

Application Conclusion
The southwestern border area borders Vietnam, Laos, Myanmar, Bhutan, Nepal and India, China is the southwest passageway connecting Southeast Asia and South Asia countries and leading to the Indian Ocean. Its geographical advantages are very prominent. Along with the development of the "one belt and one way" construction, the development of the southwest border area has gain General Secretary Xi Jinping systematically elaborated on the "governing skills" of the Eighth Congress in his report to the Nineteenth National Congress, it points out the direction for the cultivation and promotion of the ability of leading cadres. The analytical framework of this paper's governing ability evaluation system relies on the logical path of "goal-dimension-index" , Taking the construction of the governing ability of grass-roots leading cadres in the southwestern border areas as the goal, Taking the report of the Nineteenth National Congress as a dimension, indicators in
each dimension should take into account the generality of governing skills and the characteristics of southwest border areas. Therefore, this paper sets up a system to evaluate the governing ability of the grass-roots leaders in the Southwest border area.

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