Research on the Construction Pathway of Grassroots Governance Program Clusters Based on Job Competency

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Abstract: *In response to the new demands for professionals brought by the modernization of grassroots social governance in the new era and addressing the current disconnection between the cultivation of grassroots governance talents and actual job requirements, this paper introduces the job competency theory to construct a comprehensive competency model for grassroots governance program clusters. Through methods such as job analysis, behavioral event interviews, and questionnaire surveys, the research identifies core competency elements spanning dimensions like political caliber, policy implementation, community engagement, emergency management, and digital application. Building on this foundation, the study systematically proposes four core construction pathways: optimizing the talent cultivation system, developing dual-qualified (practice-oriented) teaching staff, reforming the governance structure of program clusters, and enhancing resource integration and sharing. This research aims to provide a theoretical basis and practical paradigm for the development of grassroots governance-related program clusters in application-oriented undergraduate institutions, thereby achieving a seamless alignment between talent cultivation and job requirements, and ultimately supporting the modernization of grassroots governance systems and capabilities.*

Keywords: Job Competency; Grassroots Governance Program Clusters; Talent Cultivation; Competency Model.

1. INTRODUCTION

Grassroots governance serves as the cornerstone of national governance. Its efficacy has a direct bearing on the modernization of China's governance system and governance capacity, and more importantly, on the immediate well-being of the general public. As China has entered a new era, the principal contradiction facing Chinese society has evolved, accompanied by profound transformations in social structure, organizational dynamics, and interest patterns. These changes pose unprecedented new standards and demands for grassroots governance (Li & Liu, 2025). From a macro-strategic perspective, a series of top-level designs have charted the course for grassroots governance. The Decision of the Central Committee of the Communist Party of China on Some Major Issues Concerning Upholding and Improving the Socialist System with Chinese Characteristics, Advancing the Modernization of China's Governance System and Governance Capacity explicitly called for "building a new pattern of grassroots social governance" (Central Committee of the Communist Party of China, 2019). Subsequently, the "Rural Revitalization" strategy has been advanced comprehensively, and the goal of "Common Prosperity" is being steadily pursued. Ultimately, these grand blueprints must take root at the grassroots level. The grassroots level is no longer a mere end-point for policy implementation but is transforming into an integrated field of governance that combines policy execution, public service provision, conflict resolution, emergency management, and social organization mobilization (Yang & Xu, 2020). This signifies a profound shift in the function of grassroots governance from traditional "management" to modern "governance" and "service," greatly enriching and expanding its connotation and denotation.

From a micro-practical perspective, grassroots society is confronting complex and multifaceted challenges. Accelerated urbanization has led to increased population mobility and greater community heterogeneity, resulting in increasingly diverse interest appeals and more potential triggers for social conflicts, often with lower ignition points (Hu, 2024). Simultaneously, the sweeping wave of digitalization affects all corners of society, as evidenced by the ongoing development of "Smart Communities" and "Digital Villages," which requires grassroots workers to be proficient in utilizing modern information technology to enhance governance efficacy (Hu, 2024). Furthermore, while playing a significant role during public health emergencies, the grassroots level also exposed shortcomings in areas such as emergency response, resource coordination, and refined services. All these changes create an urgent need for a contingent of grassroots governance talent capable of fulfilling the mission of the new era.

In stark contrast to the ardent demands of the times for grassroots governance talent is the significant disconnection

and lag within China's current talent cultivation system. Although numerous universities offer relevant programs such as Social Work, Public Affairs Management, and Community Management and Service, and have supplied a substantial number of graduates to the grassroots level, a structural contradiction persists, manifesting as the simultaneous existence of "difficulty in employing suitable candidates" and "difficulty for graduates in finding appropriate employment." First, there is a misalignment between cultivation objectives and job responsibilities. The training schemes of many institutions remain anchored in an outdated mindset geared towards producing "administrative cadres" or "clerical officers," overemphasizing macro-level theory and policy interpretation while neglecting the micro-level, concrete, and comprehensive practical capabilities required for grassroots positions. Graduates might memorize theories of social governance yet lack the skill to effectively mediate a neighborhood dispute; they may understand public policy processes but be unable to utilize new media to accurately communicate policies to residents. This cultivation model, which "prioritizes theoretical knowledge transmission over practical competency forging," results in students with monolithic knowledge structures, ill-equipped to handle the complex reality of grassroots work, where "numerous upper-level directives must be implemented through a single focal point at the base." Second, the curriculum system is disconnected from competency requirements. Existing curricula are predominantly organized around disciplinary knowledge logic, suffering from issues of "fragmentation" and "obsolescence." Theoretical courses often lack organic connections, and practical teaching components frequently devolve into perfunctory "orientation internships," failing to systematically cultivate students' comprehensive problem-solving abilities. Core competencies such as community engagement skills, organizational coordination, the art of conflict mediation, emergency response management, and the application of digital governance tools lack dedicated, intensive, and immersive curricular modules for their development. Consequently, graduates face the predicament of "what they learned is not what is used" upon entering their posts, requiring a prolonged period of "re-learning" and "adaptation" to become barely competent, thereby significantly diminishing the efficiency and effectiveness of talent cultivation. Third, teaching methods are disconnected from the principles of competency development. Grassroots governance competence is essentially a form of practical wisdom, which must be internalized and developed through repeated practice in authentic or highly simulated scenarios. However, prevailing teaching methodologies remain dominated by traditional classroom lecturing. The "cramming method" of instruction struggles to stimulate student initiative and creativity. Advanced methods like case-based teaching, role-playing, and project-based learning are insufficiently applied, and even when used, their effectiveness is often hampered by outdated cases and inauthentic scenarios. This type of teaching, divorced from practical contexts, fails to build the bridge from "knowing" to "doing" for students, leaving them at a loss when confronted with the real and complex affairs of grassroots work.

To effectively address these challenges, it is imperative to seek theoretical innovation and breakthrough, achieving a fundamental transformation in the paradigm of talent cultivation. The "Job Competency" theory, originating from the field of management, provides us with a clear mirror for reflection and a powerful lever for action. So-called "Job Competency" refers to the underlying personal characteristics that can distinguish outstanding performers from average performers in a specific job (Long, 2025). It encompasses not only knowledge and skills but also includes a series of deep-level, measurable, and consistently predictive characteristics of future job performance, such as motives, traits, self-concepts, attitudes, or values. The classic "Iceberg Model" vividly illustrates this point: the visible part of the iceberg above the water represents easily observable and trainable knowledge and skills, while the decisive, submerged portion consists of social roles, self-concept, personality traits, and motives. Traditional cultivation models have often focused only on the "above the waterline" aspects while neglecting the more decisive "below the waterline" components. Introducing this theory into the construction of Grassroots Governance Program Clusters carries revolutionary significance. It signifies a shift in our cultivation objectives from a "knowledge-based" orientation to a "competency-based" and "literacy-based" one, and a change in evaluation criteria from "scores" to "competence." Cultivation based on job competency requires us first and foremost to precisely answer the fundamental question: "What specific traits and abilities do outstanding grassroots workers actually need?" Constructing a competency model for grassroots governance positions through scientific methods is akin to erecting a clear "lighthouse" and creating a detailed "blueprint" for talent cultivation. All educational and teaching activities—from curriculum design and teaching content to instructional methods and assessment—should be organized around how to enable students to meet these competency standards. This ensures that the entire process of talent cultivation maintains a high degree of alignment with the actual demands of the positions, thereby realizing "needs-based cultivation" and precise talent development.

In summary, we find ourselves in an era where the importance of grassroots governance is more pronounced than ever, yet the existing talent supply system struggles to meet the pressing demands of practice. Against this backdrop, introducing the Job Competency theory to promote systematic and deep-seated reform of Grassroots Governance Program Clusters has become a crucial task, possessing both theoretical value and practical urgency.

Accordingly, this study aims to systematically address the following core research questions:

- The Model Construction Problem: What exactly are the key competency elements for core position clusters (e.g., social workers, community workers, grid members, heads of social organizations) in grassroots governance for the new era? How can a scientific, systematic, measurable, and applicable Job Competency Model for these program clusters be constructed?

- The Pathway Transformation Problem: Based on the constructed competency model, how can it be effectively translated into a practical guide for program cluster development? Specifically, through which systematic pathways and strategies should comprehensive and profound reforms be implemented in the talent cultivation system, the structure of the teaching faculty, the governance model of the program clusters, and the resource integration mechanism? The goal is to ensure that cultivated talents genuinely possess the core competencies defined by the model.

Through in-depth exploration and answers to these two core questions, this research expects to provide a complete framework, ranging from theory to practice, for the construction of Grassroots Governance Program Clusters in application-oriented undergraduate universities. It aims to contribute viable solutions for resolving the disconnection between talent cultivation and job requirements, ultimately serving the grand objective of modernizing China's governance system and governance capacity.

2. EVOLVING DEMANDS AND THE NECESSARY SHIFT IN CULTIVATING GRASSROOTS GOVERNANCE TALENT FOR THE NEW ERA

The deepening advancement of the modernization of the national governance system and governance capacity is driving profound transformations in both the connotation and denotation of grassroots governance, the cornerstone of the national governance edifice. These changes are generating entirely new requirements for grassroots governance talent, against which the existing talent cultivation system appears lagging and inadequate. A thorough analysis of the shifts on the demand side and the shortcomings on the supply side, thereby clarifying the imperative pathway for a shift in talent cultivation, constitutes the prerequisite and foundation for constructing Job Competency-based Grassroots Governance Program Clusters.

2.1 Profound Shifts on the Demand Side: The Evolution from "Clerical Officer" to "Governance Specialist"

The contradictory complexity, diversity of interests, and rapid technological iteration characteristic of grassroots governance in the new era have resulted in talent demands defined by the following four core features:

2.1.1 Functional Integration: The 'Generalist Social Worker' as the New Standard

Grassroots positions are no longer the lower rungs of a bureaucracy defined by "one person, one post; one matter, one duty." Instead, they have evolved into comprehensive service windows and governance hubs that interface directly with communities and the public (He & Li, 2025). The overarching requirements of the Rural Revitalization strategy—thriving businesses, pleasant living environments, social etiquette and civility, effective governance, and prosperity—have further expanded the functional scope of grassroots governance talent from a national strategic perspective. An outstanding grassroots worker must simultaneously act as a policy communicator, conflict mediator, emergency responder, public service provider, and digital administrator. This means they must not only understand the macro-level intent of policies but also be able to translate them into the "local dialect" understandable to residents; they must not only handle routine affairs but also stabilize situations and coordinate resources during emergencies; they must not only be proficient in traditional communication methods but also skillfully utilize tools like smart community platforms and big data analysis for precise service delivery and management. This shift is evident in practice. For instance, Zhangye City explicitly required enhancing "multi-tasking capability" in its community worker team building. Through mechanisms like the "integration of two roles," it consolidated previously dispersed functions into single positions, optimizing the allocation of grassroots human resources. This requirement for "specialized yet versatile" "generalist" competencies is becoming the core benchmark for assessing the competence of grassroots workers.

2.1.2 Practical Competency: "Field Experience" Supersedes "Theoretical Discussion"

Grassroots work is the art of "working with the public," and its core competency lies in the effectiveness of solving

practical problems. Theoretical knowledge alone often proves inadequate in the face of complex, and even intractable, realities. Consequently, the market's evaluation of talent increasingly prioritizes practical capabilities:

- Community Engagement Skill is the foundation, requiring workers to connect with and integrate into the community, building trust and garnering support. This is reflected in routine home visits and information gathering, such as the "Entering Hundreds of Homes" initiative in Minle County, where community workers conducted comprehensive resident visits to accurately gauge public sentiment.

- Organizational Coordination Skill is crucial, enabling the linkage of governmental, market, and social resources to form a synergistic governance force. Faced with complex issues, grassroots workers need to facilitate solutions through mechanisms like resident "deliberation councils" and multi-level coordination involving communities, sub-districts, and departments.

- Communication and Negotiation Skill serves as the bridge, seeking consensus amid competing interests and resolving opposition through clashing viewpoints. This requires workers not only to speak well but, more importantly, to know how to listen, understand, and guide.

- Emergency Response Capability is the ultimate test, demanding the ability to quickly assess situations, make sound decisions, mobilize resources effectively, and control incidents under pressure.

These competencies cannot be fully acquired from textbooks; they must be internalized through repeated practical application. Similar to how enterprises cultivate skilled workers, methods like "skills competitions" and "cultivating talent through practice" are employed to hone problem-solving abilities in real-world scenarios.

2.1.3 Knowledge Currency: Embracing New Tools of Smart Governance

With the deepening advancement of the "Digital China" strategy, technology is reshaping the landscape of grassroots governance. The *Action Plan for Adjusting and Optimizing the Disciplinary Structure in Higher Education (2025-2027)* explicitly calls for accelerating the iteration of teaching content and strengthening the empowerment of education by artificial intelligence. The new generation of grassroots governance talent must have a knowledge structure that keeps pace with the times. They must not only be familiar with the latest laws, regulations, and policy documents to ensure normative and lawful work but also proactively embrace technological changes, mastering modern governance tools such as smart community management platforms, mobile office software, fundamentals of big data analysis, and new media communication technologies. For example, using data analysis to predict community risk points, conducting efficient government-citizen interaction through WeChat groups and official accounts, and utilizing "cloud platforms" to achieve "one-stop online government services" have become the new normal in grassroots work. The "shelf life" of knowledge has significantly shortened, making the capacity for continuous learning itself a core competency. This demands that the cultivation system be forward-looking and dynamic, capable of promptly integrating the latest technological tools, policies, regulations, and practical cases into the curriculum.

2.1.4 Value Internalization: Upholding Professional Ethics and Political Competence

The more complex the governance environment, the more essential a strong inner value system becomes as a "ballast stone." Grassroots workers wield micro-level power and confront real conflicts; their professional ethics and political competence directly determine the fairness and credibility of governance. Research indicates that among occupational competencies, non-intellectual factors such as achievement orientation, helping/service orientation, management orientation, and personal attributes are better predictors of occupational success than knowledge and skills (Huang et al., 2024).

- Dedication and Public Service Motivation form the internal drive, enabling workers to maintain enthusiasm and resilience in posts characterized by relatively low pay and heavy, mundane tasks. Chongqing Municipality's emphasis on "selecting and assigning competent personnel" to township leadership teams in its rural governance talent introduction and cultivation project reflects the importance placed on the intrinsic qualities of cadres.

- Rule-of-Law Awareness is the behavioral guideline, requiring workers to handle affairs according to the law, follow due process, and advance various tasks within the legal framework.

● Integrity and Self-Discipline are the moral bottom line, ensuring they uphold principles in the face of temptations and safeguard the integrity of grassroots political power.

These value-based requirements represent the submerged part of the "Iceberg Model" and are fundamental determinants of how far and how steadily a grassroots worker can progress. When constructing the competency model, these deep-seated traits must be incorporated and effective cultivation and assessment mechanisms designed.

2.2 Real-World Dilemmas on the Supply Side: The Lag and Limitations of Traditional Cultivation Models

In stark contrast to the vigorous transformations on the demand side, the current supply of talent cultivation for grassroots governance in many universities appears sluggish, exhibiting a pronounced "time-lag" effect.

2.2.1 Lagging Curriculum System: The Structural Imbalance Between Theory and Practice

The curriculum design of many programs still carries a strong discipline-centric character, prioritizing the completeness and self-consistency of theoretical systems. This leads to an overrepresentation of theoretical courses like Western sociological theory and public administration, while severely lacking practical, interdisciplinary courses closely linked to frontline practice. What is termed practical teaching is often confined to short-term, observational "orientation internships" or perfunctory graduation theses, failing to construct a deeply integrated, progressive practical teaching system alongside theoretical instruction. This lag fundamentally reflects the disconnection between program cluster development and external demands. As relevant research points out, the key to optimizing and implementing high-level program cluster development lies in conducting an in-depth analysis of the industrial sector the cluster serves, clarifying its key processes and the core job requirements of employers, and precisely defining the objectives and specifications for talent cultivation (Liu et al., 2023). Currently, the curriculum content of many Grassroots Governance Program Clusters updates slowly, unable to promptly reflect the latest policies, typical cases, and technological tools in grassroots governance. This results in a significant "knowledge gap" between what students learn and what the jobs require.

2.2.2 Singular Teaching Methodology: "Discourse-Based Learning" Struggles to Cultivate "Action-Oriented Practitioners"

The approach to talent cultivation largely continues the traditional indoctrination-style model of "teacher lectures, student listens." Although modern teaching methods like case-based learning, scenario simulation, and Project-Based Learning (PBL) are widely recognized, their practical application often encounters obstacles such as outdated case libraries, inauthentic scenario design, and insufficient teacher capacity for practical guidance, significantly diminishing their effectiveness. These "simulations," detached from real work contexts, cannot allow students to experience the uncertainty, complexity, and emotional involvement inherent in grassroots work, thus failing to effectively cultivate the psychological readiness and practical skills needed to tackle real challenges. In contrast, examining exemplary corporate talent cultivation models, such as Jiangnan Cable's "Full-Cycle Growth System," which emphasizes "the workshop as the classroom, problems as research topics," closely ties skill enhancement to production reality; or the Agricultural Development Bank of China's Wujin Sub-branch's "Research and Study Classroom," which strives to break down the barriers between theory and practical operation, offers valuable lessons for cultivating grassroots governance talent.

2.2.3 Misaligned Evaluation Mechanism: "Score-Orientation" Deviates from "Competency-Orientation"

The existing student evaluation system still predominantly relies on closed-book final examinations, with assessment content focused largely on knowledge recall and theoretical restatement. This mechanism of "one exam determines all" cannot effectively measure student growth in comprehensive abilities such as communication and collaboration, conflict mediation, and project planning, let alone assess intrinsic qualities like dedication, sense of responsibility, and integrity. It sends a misleading signal that "memorizing knowledge is more important than applying it," thereby directing student focus towards rote memorization of test points rather than the active construction of core competencies. In contrast, evaluation based on a job competency model requires the cultivation of key competencies for specific positions, enhancing employees' capacity for high performance, adaptability to future environments, and potential for competency development. This type of evaluation is continuous, integrated throughout the entire cultivation process, and diversified, encompassing both task performance goals and competency development objectives.

2.3 The Imperative Shift: From "Knowledge Input" to "Competency Output"

The acute contradiction between supply and demand clearly indicates that piecemeal adjustments to the existing cultivation model are no longer sufficient. A fundamental, paradigm-level educational revolution must be driven. The core of this revolution is a complete shift from the "Knowledge Input" paradigm, centered on disciplinary knowledge systems, to the "Competency Output" paradigm, focused on the core requirements of future positions.

Under the "Knowledge Input" paradigm, the endpoint of education is how much of a predetermined theoretical knowledge system the student has mastered. In contrast, under the "Competency Output" paradigm, the endpoint is whether the student possesses the knowledge, skills, abilities, and literacy required to competently perform in future job roles. This signifies:

- A Different Starting Point for Instructional Design: The question is no longer "What knowledge do we have to impart?" but rather "What competencies does the position require, and how do we cultivate them?" This necessitates that we first construct a competency model for grassroots governance positions through scientific methods, acting as a clear "lighthouse" for talent cultivation.

- A Different Focus in the Teaching Process: The center shifts from "teacher and textbook" to "student and learning outcomes." Teaching is no longer one-way knowledge transmission but involves creating authentic or highly simulated learning scenarios where students "learn by doing," constructing knowledge and capabilities through solving practical problems. Mechanisms like the "mentorship and apprenticeship" system established in Zhangye City, where experienced workers guide newcomers, and the "on-the-job trainer" system implemented in some enterprises, are vivid embodiments of this shift.

- A Different Fundamental Purpose of Evaluation: The aim moves from "assessing knowledge acquisition" to "demonstrating the attainment of competencies." Evaluation is no longer confined to a single examination paper but is integrated throughout the entire process—via project completion, simulation exercises, internship performance—employing more diverse forms and focusing on whether students can demonstrate the key behavioral characteristics defined by the competency model.

Therefore, reconstructing Grassroots Governance Program Clusters based on a job competency model is no longer just one option among many; it is the necessary choice and core strategy for resolving the structural contradiction between talent supply and demand and for answering the call of the times. It provides a clear, specific, measurable, and actionable framework for the otherwise vague goal of "cultivating outstanding talent," guiding the comprehensive innovation of talent cultivation work. As research on program cluster development indicates, forming program clusters must adhere to the principle of "balancing internal and external factors," externally serving the same industry or occupational group, and internally requiring that the talents cultivated across different programs share similar knowledge and ability requirements. Using the competency model as a bridge can effectively achieve a seamless connection between talent cultivation and job requirements, providing solid talent support for the modernization of grassroots governance.

3. CONSTRUCTING A JOB COMPETENCY MODEL FOR GRASSROOTS GOVERNANCE PROGRAM CLUSTERS

Developing a scientific, systematic, and operable Job Competency Model is central to competency-based construction of Grassroots Governance Program Clusters. This model is not a simple description of job responsibilities; rather, it is designed to identify the underlying, measurable individual characteristics that can distinguish outstanding performers from average ones. The construction process detailed in this section follows the rigorous research pathway of "job analysis → competency extraction → model validation," ensuring the model is both grounded in practice and capable of guiding it.

3.1 Analyzing Grassroots Governance Positions: Mapping the Real-World Talent Demand

The grassroots governance position system constitutes a complex, multi-level, and multi-dimensional system. By analyzing the current organizational structure and functional allocation of grassroots governance, a core cluster of positions can be identified, including community workers, grid administrators, social organization project officers, township (sub-district) civil affairs assistants, and Party-Mass Service Center specialists. Although the responsibilities of these positions vary in their focus, they collectively form the talent support system for grassroots

governance and share distinct common characteristics.

The work environment of grassroots governance positions possesses unique features. Firstly, the work is conducted directly facing the public, situated at the "last mile" of policy implementation, requiring the handling of a large volume of specific and detailed practical tasks. Secondly, the job content is markedly comprehensive; a single grassroots worker often needs to simultaneously undertake multiple functions such as policy communication, conflict mediation, public service provision, and emergency management. Thirdly, the work context is complex and volatile, requiring grassroots workers to constantly confront new situations and problems, which demands strong adaptive and innovative thinking.

An in-depth analysis of the job requirements for these positions reveals that grassroots governance work in the new era sets higher standards for practitioners. In terms of political caliber, grassroots workers are required to possess firm political stance and correct value orientation, accurately grasp policy direction, and consistently maintain close ties with the people. Regarding professional competence, they need not only professional knowledge such as social work theory, understanding of laws and regulations, and policy interpretation skills, but also practical abilities like communication and coordination, conflict mediation, and organizational mobilization. Concerning personal attributes, strong stress tolerance, learning agility, and innovative thinking are required to adapt to the complexity and variability of grassroots work.

It is noteworthy that with the advent of the digital era, new development trends are emerging in grassroots governance positions. The construction of Smart Communities and the application of digital governance platforms impose new demands on the digital literacy of grassroots workers. Concurrently, innovations in social governance models also require grassroots workers to possess modern governance capabilities such as project planning, resource integration, and social mobilization. These changes must be fully reflected in the job analysis to provide a basis for the subsequent extraction of competency elements.

3.2 Extracting Competency Elements for Grassroots Governance: Decoding Behaviors into Traits

Based on an in-depth analysis of grassroots governance positions, this study employed multiple research methods to systematically extract competency elements, ensuring the scientific rigor and practical utility of the findings. The research process strictly adhered to empirical research norms, utilizing a combination of qualitative and quantitative approaches to construct a comprehensive system of competency elements.

3.2.1 Research Design and Methods

This study adopted a mixed-methods approach, collecting data through Behavioral Event Interviews (BEIs), expert consultation, and questionnaire surveys. Firstly, 48 grassroots workers (including 24 from the outstanding performer group and 24 from the average performer group) were selected for BEIs, resulting in the collection of 186 critical behavioral incidents. The interviews were semi-structured, focusing on eliciting specific behaviors, thought processes, and decision-making rationales of respondents when handling typical work situations. Through coding analysis of the interview transcripts, 32 competency characteristics were preliminarily extracted.

During the expert consultation phase, a panel of 15 experts from universities, government departments, and practical fields was invited. The criteria for expert selection included: holding a senior professional title (Associate Professor or equivalent) or a deputy division chief position or above, possessing over five years of work or research experience in grassroots governance, and having a certain influence in the field. Through two rounds of Delphi expert consultation, the initially extracted competency elements were reviewed, revised, and refined to ensure the scientific validity and applicability of the element system.

In the questionnaire survey phase, the "Questionnaire on the Importance of Competency Elements for Grassroots Governance Positions" was developed. Using stratified sampling, 586 questionnaires were distributed to grassroots governance workers, with 542 valid responses returned, yielding an effective response rate of 92.5%. The questionnaire employed a five-point Likert scale, asking respondents to rate the importance of each competency element.

3.2.2 Data Analysis and Element Identification

Rigorous statistical analysis was performed on the collected data. Firstly, qualitative analysis was conducted on the

BEI data, following a grounded theory approach. This involved three steps—open coding, axial coding, and selective coding—to extract competency elements from the interview texts. This process yielded 1287 original statements and concepts, which were summarized and consolidated into the 32 competency characteristics.

Secondly, quantitative analysis was performed on the questionnaire data. Exploratory Factor Analysis (EFA) was conducted using SPSS 25.0. The Kaiser-Meyer-Olkin (KMO) measure was 0.921, and Bartlett's test of sphericity was significant ($p < .001$), indicating the data were suitable for factor analysis. Principal component analysis was used to extract common factors. After rotation using the Varimax method, four factors with eigenvalues greater than 1 were obtained, accounting for a cumulative variance of 68.5%.

Subsequently, Confirmatory Factor Analysis (CFA) was conducted using AMOS 24.0 to construct a structural equation model. The model fit indices were as follows: $\chi^2/df = 2.13$, RMSEA = 0.046, CFI = 0.937, TLI = 0.928, NFI = 0.916. All indices met acceptable standards, indicating good construct validity for the model.

The finalized Job Competency Model for Grassroots Governance Positions comprises four core dimensions and 20 specific elements:

● Political and Value Attainment Dimension: This dimension includes five elements: Political Discernment (ability to accurately grasp policy direction and political situations), Public Service Spirit (possessing the consciousness and commitment to serve the people wholeheartedly), Rule-of-Law Concept (adhering to the principles of handling affairs according to the law and due process), Integrity and Self-Discipline (abiding by professional ethics and maintaining integrity), Fairness and Justice (treating all matters equally and handling them impartially).

● Professional Knowledge and Skills Dimension: This dimension includes five elements: Policy Comprehension and Application Ability (accurately understanding and effectively implementing policies), Social Work Theory and Methods (mastering professional social work methods), Knowledge of Laws and Regulations (familiarity with relevant laws and regulations), Document Writing Ability (writing various official documents standardly), Information Resource Management Ability (effectively collecting, processing, and utilizing information).

● Comprehensive Practical Ability Dimension: This dimension includes five elements: Communication and Coordination Skills (effective information exchange and resource integration), Conflict Mediation Skills (resolving disputes and promoting harmony), Organizational and Mobilization Skills (mobilizing the public and organizing activities), Emergency Management Ability (handling emergencies and maintaining stability), Project Management Ability (planning, implementing, and evaluating projects).

● Personal Attributes and Development Dimension: This dimension includes five elements: Proactivity (active engagement and initiative), Stress Tolerance (coping with pressure and maintaining resilience), Learning and Innovation Awareness (continuous learning and courage to innovate), Digital Literacy (using digital technologies to perform work), Approachability (winning trust and building relationships).

Reliability analysis showed that the overall questionnaire's Cronbach's alpha coefficient was 0.892, and the alpha coefficients for each dimension ranged between 0.816 and 0.854, indicating good reliability of the questionnaire. Regarding content validity, the average Content Validity Ratio (CVR) was 0.78, indicating good content validity for the model.

3.3 Constructing the Model for Grassroots Governance Program Clusters: Integrating Elements into a System

Building upon the identified competency elements, this study employed the Analytic Hierarchy Process (AHP) to construct a comprehensive Job Competency Model for Grassroots Governance Program Clusters (see Table 1). This model adopts a hierarchical structure, clearly illustrating the logical relationships and intrinsic connections among the elements, thereby providing a systematic guiding framework for cultivating grassroots governance talent.

3.3.1 Hierarchical Structure of the Model

The competency model constructed in this study adopts a three-level hierarchical structure, comprising the Objective Level, the Criterion Level, and the Indicator Level:

- The Objective Level, at the top of the model, is explicitly defined as the "Outstanding Performer in Grassroots Governance Positions." This level defines the ultimate goal of model construction: to cultivate grassroots governance talent capable of superior performance. Establishing this level not only points the direction for talent cultivation within the program clusters but also provides overall standards for the selection, assessment, and promotion of grassroots governance talent. An outstanding grassroots governance worker should be able to work effectively in complex and volatile grassroots environments, practically solve problems for the people, and drive innovation in grassroots governance.

- The Criterion Level consists of four core dimensions that collectively support the achievement of the Objective Level. These dimensions are Political and Value Attainment, Professional Knowledge and Skills, Comprehensive Practical Ability, and Personal Attributes and Development. The Criterion Level plays a pivotal bridging role in the model, both concretizing the Objective Level and providing a framework for constructing the Indicator Level. Each dimension represents a crucial aspect of the competency structure for grassroots governance talent; the dimensions are relatively independent yet interconnected, forming a complete competency system together.

- The Indicator Level is the foundational tier of the model, containing the 20 specific competency elements. Derived from prior empirical research, these elements have clear behavioral indicators and serve as observable, measurable, and trainable specific metrics. The establishment of the Indicator Level transforms the abstract concept of competency into concrete cultivation requirements and evaluation criteria, providing direct basis for curriculum design, teaching implementation, and assessment within the Grassroots Governance Program Clusters.

3.3.2 Weighting System and Prioritization

Weights for each dimension and element were determined using the AHP, establishing a scientific prioritization system. Among the Criterion Level dimensions, Political and Value Attainment received the highest weight (0.35), reflecting the political nature and value requirements of grassroots governance work. Comprehensive Practical Ability followed (0.30), highlighting the characteristic emphasis on practical operation in grassroots work. Professional Knowledge and Skills (0.20) and Personal Attributes and Development (0.15) constitute the foundational support.

Regarding the weight distribution of specific elements, Political Discernment (0.10), Public Service Spirit (0.09), Conflict Mediation Skills (0.08), and Emergency Management Ability (0.07) received relatively high weights, accurately reflecting the specific demands of grassroots governance work. This differentiated weight allocation provides clear focal points for program cluster development, ensuring the optimal allocation of talent cultivation resources.

3.3.3 Internal Logic of the Model

The model possesses a rigorous internal logical structure. Firstly, it embodies the organic unity of "Value Guidance - Practice Orientation - Professional Support - Trait Assurance." Political and Value Attainment is the soul, determining the direction of grassroots work; Comprehensive Practical Ability is the core, reflecting the characteristics of grassroots work; Professional Knowledge and Skills form the foundation, providing the guarantee for performing duties; and Personal Attributes and Development serve as the driving force, ensuring continuous development.

Secondly, there are clear logical connections between the different levels of the model. The specific elements at the Indicator Level support the dimensional requirements at the Criterion Level, and the dimensions at the Criterion Level collectively achieve the overall objective at the Objective Level. This hierarchical structural design maintains the relative independence of the dimensions while ensuring the systematicity and integrity of the overall structure.

Furthermore, the model reflects the essential requirements of grassroots governance work. The high weight assigned to political attainment aligns with the political nature of grassroots governance, the prominent weight

given to practical ability corresponds to the hands-on nature of grassroots work, and the inclusion of emerging elements like Digital Literacy reflects the demands of evolving times.

Table 1: Job Competency Model for Grassroots Governance Program Clusters

Level	Dimension Competency Elements	Weight	Behavioral Descriptors (Illustrative)
Objective Level	Outstanding Performer in Grassroots Governance Positions	**1**	
Criterion Level	**1. Political and Value Attainment**	**0.35**	
	1.1 Political Discernment	0.10	Accurately interprets policy intent and aligns actions with political direction.
	1.2 Public Service Spirit	0.09	Demonstrates commitment to serving the public wholeheartedly.
	1.3 Rule-of-Law Concept	0.06	Handles affairs according to law and upholds procedural justice.
	1.4 Integrity and Self-Discipline	0.05	Maintains ethical standards and personal integrity.
	1.5 Fairness and Justice	0.05	Treats all matters impartially and ensures equitable outcomes.
	2. Comprehensive Practical Ability	**0.30**	
	2.1 Conflict Mediation Skills	0.08	Effectively de-escalates and resolves disputes among residents.
	2.2 Emergency Management Ability	0.07	Responds calmly and effectively to stabilize emergency situations.
	2.3 Communication and Coordination Skills	0.06	Facilitates clear information exchange and resource coordination.
	2.4 Organizational and Mobilization Skills	0.05	Mobilizes community participation and organizes activities.
	2.5 Project Management Ability	0.04	Plans, implements, and evaluates community projects effectively.
	3. Professional Knowledge and Skills	**0.20**	
	3.1 Policy Comprehension and Application	0.05	Correctly understands and operationalizes policies for implementation.
	3.2 Social Work Theory and Methods	0.04	Applies professional social work principles in practice.
	3.3 Knowledge of Laws and Regulations	0.04	Utilizes relevant legal knowledge in daily work.
	3.4 Document Writing Ability	0.04	Drafts standard official documents and reports.
	3.5 Information Resource Management	0.03	Systematically collects, processes, and utilizes information.
	4. Personal Attributes and Development	**0.15**	
	4.1 Proactivity	0.04	Takes initiative in identifying and solving problems.
	4.2 Stress Tolerance	0.04	Maintains performance and well-being under pressure.
	4.3 Learning and Innovation Awareness	0.03	Continuously acquires new knowledge and improves work methods.
	4.4 Digital Literacy	0.02	Uses digital tools and platforms for governance tasks.
	4.5 Approachability	0.02	Builds rapport and trust with community members.

Table Note: This model presents a hierarchical structure with corresponding weights derived from the Analytic Hierarchy Process (AHP). The behavioral descriptors are illustrative examples of the associated competencies.

3.4 Model Validation and Application Prospects: Empowering Program Cluster Development through Empirical Verification

To ensure the model's scientific rigor and practical utility, this study conducted systematic model validation and explored its application value in constructing Grassroots Governance Program Clusters.

3.4.1 Model Validation

The model was validated through multiple methods. Firstly, content validity was tested; the average Content Validity Ratio (CVR) was 0.78, indicating good content validity. Secondly, construct validity was examined through Exploratory Factor Analysis (EFA) and Confirmatory Factor Analysis (CFA). The cumulative variance contribution rate of the four factors reached 68.5%, and all model fit indices met acceptable standards.

For empirical testing, a pilot application was conducted within a Grassroots Governance Program Cluster at a local university. Tracking evaluations of 126 current students and 88 graduates revealed that the model could effectively distinguish between students with different performance levels and showed good predictive validity for job performance. Simultaneously, the model received general recognition from employers, who considered it to

comprehensively reflect the competency requirements of grassroots governance positions.

3.4.2 Application Value

This model holds significant application value for the development of Grassroots Governance Program Clusters:

- In Talent Cultivation, the model provides systematic guidance for program cluster development. Based on the model's three-level hierarchy, program clusters can construct a corresponding curriculum system: courses on ideological and political education and professional ethics guided by the Political and Value Attainment dimension; professional foundational courses set around the Professional Knowledge and Skills dimension; practical training courses developed targeting the Comprehensive Practical Ability dimension; and personal development and quality enhancement courses designed in line with the Personal Attributes and Development dimension. This curriculum system ensures the comprehensiveness and systematicity of talent cultivation.

- In Teaching Reform, the model provides a basis for innovating teaching content and methods. Instructors can design targeted teaching plans according to the specific elements at the Indicator Level. For instance, for the Conflict Mediation Skills element, case libraries and simulation training projects can be developed; for the Emergency Management Ability element, simulation exercises for emergency response can be designed; for the Digital Literacy element, smart governance platforms can be introduced for hands-on teaching.

- In the Evaluation System, the model provides standards for establishing a diversified assessment mechanism. The traditional evaluation method focused primarily on knowledge assessment struggles to fully reflect students' comprehensive abilities. In contrast, an evaluation system based on the competency model can incorporate political attainment, practical ability, professional proficiency, and personal attributes into the assessment scope, achieving a combination of formative and summative evaluation and a unity of knowledge assessment and competency evaluation.

- In Career Development, the model provides guidance for the continuous development of grassroots workers. Grassroots workers can identify their own competency gaps based on the model's requirements and formulate personalized career development plans. Organizational departments can also use the model to design more targeted training programs and promotion pathways, fostering the professional growth of grassroots governance talent.

3.4.3 Model Innovativeness and Evolving Nature

The innovativeness of this model is mainly reflected in three aspects: Firstly, it systematically applies competency theory to the field of grassroots governance, filling a research gap in this area. Secondly, it employs empirical research methods, ensuring the model's scientific rigor and practical utility. Thirdly, it constructs a hierarchical structural system, providing an operable framework for program cluster development.

Simultaneously, the model is open and evolving. The environment for grassroots governance is constantly changing, and the competency model also requires continuous optimization. It is recommended to establish a dynamic adjustment mechanism for periodic revision and refinement of the model. Especially in the current context of digital transformation, it is crucial to closely monitor the impact of digital technologies on grassroots governance and promptly adjust relevant competency elements to maintain the model's advancement and applicability.

The Job Competency Model for Grassroots Governance Program Clusters constructed in this study not only enriches the application of competency theory in the field of public administration but also provides a practical guide for cultivating grassroots governance talent. The promotion and application of this model will help enhance the professionalism and vocational level of the grassroots governance talent pool, providing solid talent support for advancing the modernization of grassroots governance systems and governance capacity.

4. CONSTRUCTION PATHWAYS FOR GRASSROOTS GOVERNANCE PROGRAM CLUSTERS BASED ON JOB COMPETENCY

The development of Grassroots Governance Program Clusters should be guided by the Job Competency Model as

its core orientation. Through systematic and structured reform pathways, a seamless alignment between talent cultivation and job requirements can be achieved. Based on the four-dimensional competency model—"Political and Value Attainment," "Professional Knowledge and Skills," "Comprehensive Practical Ability," and "Personal Attributes and Development"—constructed in the preceding sections, this study proposes the following construction pathways.

4.1 Optimizing the Talent Cultivation System: Constructing an Integrated "Post - Course - Competition - Certification" System

4.1.1 Restructuring the Curriculum System

Based on the competency model, break down traditional disciplinary barriers and construct a modular curriculum system. Centered on the "Political Attainment Module," offer courses such as Grassroots Party Building Practices to strengthen political discernment and public service spirit. Establish a "Policy Practice Module," covering content like policy interpretation & analysis and regulation application, to enhance policy comprehension and application abilities. Within the "Community Work Module," integrate practical courses like conflict mediation and organizational mobilization to develop students' community engagement skills. Set up a "Smart Governance Module," introducing digital courses like big data analysis and smart community platform applications, to strengthen digital literacy. Finally, utilize the "Personal Development Module" to cultivate personal traits such as stress tolerance and learning & innovation awareness.

Actively promote "Post-Course Alignment," transforming typical grassroots governance tasks into learning scenarios and teaching projects. For instance, develop the Community Conflict Mediation Simulation Training course, designing teaching scenarios based on real dispute cases; offer the Smart Community Platform Application course to enable students to proficiently operate community management information systems. Simultaneously, deepen the "Competition-Certification Promotion" mechanism, integrating standards from social work practice skills competitions and requirements for the Social Worker Professional Level Certificate into the curriculum content and evaluation system. For example, Hanyang District, through a "Training-Competition Linkage" model, utilizes the "Zhiyin Craftsman Cup" vocational skills competition to promote the transformation of knowledge into capability, significantly enhancing the professionalism of community workers.

4.1.2 Reforming Teaching Models

Comprehensively promote case-based teaching and role-playing, utilizing real cases from the grassroots front lines for instruction. For example, Chongqing Electronic Technology Vocational College, through its "Part-time Grid Member" project, allows students to immersively experience grassroots work. Implement Project-Based Learning (PBL), enabling students to complete community micro-governance projects in teams, participating fully from needs assessment to plan implementation, thereby cultivating project management abilities. The "Micro-project Practice" at Xiangnan University demonstrates that this model effectively enhances students' problem-solving and collaborative governance capacities.

Strengthen the practical teaching system by establishing a progressive practical mechanism of "Orientation Internship - Following Practicum - Capstone Internship." Ensure that practical hours constitute no less than 50% of the total credit hours, allowing students to hone their skills through practice. Zhangye City, through mechanisms like "Mentor Guidance" and "Practical Training," assists community workers in growing rapidly through hands-on experience. The "4-Year Uninterrupted" field practice system constructed by Xiangnan University enables students to refine their abilities within authentic work scenarios.

4.1.3 Reforming the Evaluation Mechanism

Establish a diversified evaluation system encompassing "Knowledge Assessment + Ability Evaluation + Literacy Observation." Beyond traditional knowledge assessments, add the dimension of ability evaluation, assessing students' comprehensive practical abilities through practical reports, project outcomes, etc. Introduce literacy observation for the formative assessment of political attainment, professional values, etc. Simultaneously, involve multiple stakeholders in evaluation, including assessments from internship units and third-party evaluations. For example, Xiangnan University utilizes a "Digital Profile" system, synthesizing data such as mentor comments and feedback from service recipients to achieve precise assessment.

4.2 Faculty Development: Building a "Dual-Qualified" Team through Two-Way Exchange

4.2.1 Mechanism for Sending In-House Faculty "Downward"

Establish a system requiring full-time faculty to undertake temporary placements in grassroots units, accumulating at least six months of practical experience every 3-5 years. Consider this practical experience a key criterion for professional title promotion and performance evaluation, facilitating the transition of faculty from "scholars" to "practitioners." Mechanisms like those in Zhangye City, which promote the flow of government cadres to community frontlines, can serve as a model. Through direct involvement in grassroots governance, faculty can acquire the latest cases and practical experience to enrich their teaching.

4.2.2 Mechanism for Bringing Industry Experts "to the Podium"

Create special "Industry Mentor" positions, appointing outstanding community secretaries, experienced social workers, and other practitioners as part-time instructors. Following examples like Shandan County, which selects key figures in governance as mentors using a "one mentor guiding 2-3" pairing model, and Chongqing Electronic Technology Vocational College, which appoints community Party committee secretaries and NPC representatives as "External Ideological and Political Tutors" to provide professional guidance. These industry experts should be tasked with teaching core practical courses and supervising graduation projects, ensuring teaching content remains synchronized with job requirements.

4.2.3 Development of Innovative Teaching Teams

Form structured teaching teams comprising in-house faculty, industry mentors, and ideological-political teachers. These teams should collaboratively conduct teaching research, develop teaching materials, and create resources, fostering cross-disciplinary cooperation. The model exemplified by Huaiyin Institute of Technology's joint establishment of a Grassroots Governance Modernization Promotion Center with the Municipal Party Committee's Social Work Department, creating a two-way channel for policy research and practical application, can be extended to teaching team development to deepen the integration of theory and practice.

4.2.4 Innovation in Incentive Mechanisms

Introduce a special stipend for "Dual-Qualified" teachers and provide significant rewards to teams and individuals demonstrating outstanding achievements in teaching reform and university-community collaboration. Incentive measures similar to the care and support policies in Shandan County, which include special subsidies for certified social workers among community workers, could be adapted for motivating "Dual-Qualified" faculty. Concurrently, establish clear career development pathways for faculty, supporting them in obtaining professional qualifications like the Social Worker Certificate to enhance their expertise.

4.3 Optimizing Program Cluster Governance Structure: Establishing an "Agile Response" Collaborative Mechanism

4.3.1 Flattened Organizational Structure

Establish a "Program Cluster Development Committee" composed of secondary college leadership, program leaders, industry experts, and student representatives. This committee should be granted autonomy in areas such as talent cultivation plan formulation and resource allocation. The committee should regularly study evolving talent demands in grassroots governance and make timely adjustments to program orientations. The approach of the Hebei District Committee Social Work Department in Tianjin, which co-established an internship and practical training research base with Nankai University, exemplifies this kind of collaborative governance innovation between universities and local authorities.

4.3.2 Regularized Communication Mechanism

Institute a regular joint university-community meeting system, holding dialogue activities at least twice per semester to jointly discuss important issues in talent cultivation. Simultaneously, establish a linkage mechanism for teaching and research activities among the various programs within the cluster to promote resource sharing and curriculum alignment. The practice of Chongqing Electronic Technology Vocational University, which co-built a

"Social Governance Community" with local communities, provides a reference for establishing such regular communication mechanisms.

4.3.3 Scientific Decision-making and Supervision Mechanism

Decisions made by the Program Cluster Development Committee must be based on sufficient research and data support, including competency model analysis reports, graduate tracking survey data, etc. The "Smart Social Work" training evaluation platform at Xiangnan University, which utilizes big data technology to inform decision-making, serves as an example. Furthermore, establish a diversified supervision system comprising the academic committee, teaching supervision committee, and third-party evaluation institutions to ensure the efficient operation of the program cluster.

4.4 Resource Integration and Sharing: Building an "Open and Symbiotic" Resource Platform

4.4.1 Physical Resource Integration

Establish a "Comprehensive Grassroots Governance Practical Training Center" that integrates teaching, practical training, research and development, and social services, simulating real work scenarios. The center should include functional areas such as community affairs reception, conflict mediation, and smart governance platform operation, providing students with an immersive learning environment. The "TPRI Smart Integration Experimental Platform" developed by Huaiyin Institute of Technology, which achieves deep integration of "professional customization + public cloud + private cloud + mobile internet + big data + virtualization + intelligentization," can serve as a reference for constructing such training centers.

4.4.2 Digital Resource Development

Co-create and share a teaching resource repository, developing online open courses, typical case libraries, policy and regulation databases, and virtual simulation training projects. Xiangnan University, through its "Smart Social Work" platform, has established a "Digital Profile" system for students, tracking and recording their competency development throughout their educational journey. Simultaneously, establish databases for graduates and employers to continuously track graduate career progression and gather employer feedback, which informs the dynamic updating of the competency model and teaching improvements.

4.4.3 External Resource Expansion

Deepen university-community collaboration by signing strategic cooperation agreements with local governments, sub-district offices, and communities to jointly build internship bases and undertake community service projects and research initiatives. The platforms co-established by Hebei District in Tianjin and Nankai University, such as the "Computational Social Science Laboratory Cooperation Base" and the "University Student Urban Management Internship and Practical Training Base," exemplify successful resource sharing. Xiangnan University has established over 200 field practice teaching bases in the South Hunan region, providing students with authentic practice environments.

Actively engage with industry associations by participating in activities organized by associations related to social work and public management to stay abreast of the latest industry trends and standards. The experience of the All-China Federation of Industry and Commerce in promoting the establishment of chamber of commerce mediation organizations demonstrates the unique advantages industry bodies possess in standard-setting and resource integration. Through participation in industry events, program clusters can stay attuned to development trends in grassroots governance and maintain the forward-looking nature of talent cultivation.

4.4.4 Digital Enablement Platforms

Fully leverage modern digital technologies to build a smart education ecosystem. The "TPRI Smart Integration Experimental Platform" at Huaiyin Institute of Technology integrates technologies like professional customization, big data, and intelligentization to meet the application needs of various stakeholders, including teachers, students, government, and enterprises. Similar platforms can enable precise management of the talent cultivation process and optimized resource allocation, thereby enhancing the quality and efficiency of cultivating grassroots governance talent.

In summary, the competency-based development of Grassroots Governance Program Clusters requires systematic advancement across four dimensions—talent cultivation, faculty development, governance structure, and resource integration—to form an organic and unified whole. Through the integrated "Post - Course - Competition - Certification" talent cultivation system, the "two-way exchange" faculty team, the "agile response" governance structure, and the "open and symbiotic" resource platform, the comprehensive enhancement of grassroots governance talent's political attainment, professional knowledge, practical ability, and personal attributes will ultimately be achieved. This provides solid talent support for the modernization of grassroots governance.

5. CONCLUSION

This study has systematically constructed a Job Competency Model for Grassroots Governance Program Clusters and, using this as a core, proposed implementation pathways for their development, thereby providing a theoretical framework and practical guide for innovating the cultivation model for grassroots governance talent. The research findings indicate that competency-based program cluster development is key to achieving an effective alignment between talent cultivation and the demands of grassroots governance.

Firstly, the primary value of this study lies in realizing a paradigm shift in talent cultivation from "Knowledge Input" to "Competency Output." Traditional cultivation of grassroots governance talent often overemphasized the transmission of theoretical knowledge, leading to a certain disconnection from the practical needs of grassroots work. In contrast, the competency model constructed in this study—comprising the four dimensions of Political and Value Attainment, Professional Knowledge and Skills, Comprehensive Practical Ability, and Personal Attributes and Development—transforms abstract quality requirements into specific, measurable behavioral indicators. This provides clear goal orientation and evaluation standards for talent cultivation. This model not only accurately captures the essential characteristics of grassroots governance work in the new era but also embodies the organic unity of "Value Guidance, Practice Orientation, Professional Support, and Trait Assurance," laying a solid foundation for enhancing the quality of grassroots governance talent cultivation.

Secondly, the construction pathways proposed in this study are systematic and operable. By forming an integrated "Post-Course-Competition-Certification" talent cultivation system, building a "two-way exchange" dual-qualified teaching team, establishing an "agile response" governance structure, and constructing an "open and symbiotic" resource platform, a comprehensive reform plan for talent cultivation has been developed. This scheme emphasizes both the organic combination of theoretical teaching and practical training, and the effective integration of internal and external resources; it focuses both on the restructuring and optimization of the curriculum system and on enhancing the capabilities of the teaching faculty; it aims at both innovating the governance structure and improving the evaluation mechanism, forming a multi-dimensional and holistic reform framework. Relevant practical cases demonstrate that this development pathway can effectively promote the organic connection of the education chain, talent chain, and grassroots governance work chain.

However, this study has certain limitations. On the one hand, the construction of the competency model is primarily based on the current requirements of grassroots governance positions. As the modernization of social governance deepens, the functional connotations and working methods of grassroots governance will continue to evolve, posing new demands on the qualities and abilities of talent. On the other hand, due to differences in regional socioeconomic development levels and the focus of grassroots governance, the unified competency model and construction pathways require adaptive adjustments based on local realities in specific applications.

Looking ahead, the development of Grassroots Governance Program Clusters needs continuous deepening in the following aspects:

1) Establishing a dynamic adjustment mechanism for the competency model, conducting regular research on the demands for grassroots governance talent, promptly capturing new trends and requirements in grassroots governance, and maintaining the model's contemporaneity and forward-looking nature.

2) Deepening the digital empowerment of grassroots governance talent cultivation, fully utilizing modern information technologies such as artificial intelligence and big data to develop virtual simulation teaching resources, build smart training platforms, innovate digital teaching methods, and enhance the targetedness and effectiveness of talent cultivation.

3) Promoting interdisciplinary integration, consolidating resources from multiple disciplines such as public

administration, sociology, law, and information technology to build a composite curriculum system and cultivate innovative talent capable of adapting to complex governance scenarios.

4) Improving the university-community collaborative education mechanism, deepening cooperation with government departments, sub-district offices, communities, and social organizations to co-build practice bases, jointly research governance issues, share talent resources, and form an open and win-win education pattern.

In summary, the competency-based development of Grassroots Governance Program Clusters is a systematic project requiring the joint participation and sustained efforts of the government, universities, industries, and society. Through the exploration of the competency model and program cluster development pathways, this study aims to provide a valuable reference for innovating the cultivation model for grassroots governance talent and strengthening the development of the grassroots governance talent team, thereby contributing educational strength to advancing the modernization of grassroots governance systems and governance capacity.

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