Research on the Improvement Path of Urban Community Emergency Cooperative Governance Capability in the New Era

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ABSTRACT

The improvement of community emergency collaborative governance capabilities is a major issue at present. Through qualitative interviews with grassroots communities in 7 cities in Wuxi, this article summarizes the communities' successful experience in grid emergency governance, internal and external resource integration, and public opinion guidance, and puts forward countermeasures for the shortcomings in community governance. The "intelligence" of the collaborative governance of urban communities will become a new direction and focus of recent research.

Keywords: Community governance, Grid, Residents' self-governance.

1. INTRODUCTION

Under the current situation, the improvement of community emergency collaborative governance capabilities has quickly become the focus of research. At the meeting of the Standing Committee of the Political Bureau of the CPC Central Committee held on April 8, 2020, General Secretary Xi Jinping emphasized that it is necessary to optimize community governance and control measures and make every effort to build community prevention and control safety barriers. The community is the first scene of emergencies and the frontier fortress to deal with emergencies. Strengthening the community's emergency cooperative governance capabilities is of great practical significance for the early warning, mitigation, handling and recovery of emergencies.

Foreign research on community emergency governance started relatively early, and many advanced community emergency governance concepts have been put forward and different community emergency governance models have been formed, such as the whole community model of emergency governance proposed by FEMA [1]. Relevant research in China started relatively late, and scholars focused on the importance of community emergency governance, models, and evaluation of community emergency capabilities, foreign experience and typical case analysis. Liu Chengzhong (2008) believes that a community is a community of social life composed of urban residents and is the main place where emergencies occur. Community residents are the first insiders of emergencies, and strengthening community emergency governance has important practical significance for handling and preventing public emergencies [2]. Community governance is different from top-down administrative community governance, and focuses more on equal consultation and cooperation rule among multiple subjects [3]. Under the current situation, there is an urgent need to explore the cooperative mode of multi-subject community emergency governance in

view of the difficulties faced by community emergency governance, so as to reduce the occurrence of public crisis from the governance level, respond to the crisis scientifically, and reduce disaster losses.

2. RESEARCH DESIGN

2.1 Data Source

In order to deeply analyze the status quo of community emergency governance in Wuxi, this study adopts a semi-structured interview method and conducts in-depth interviews with community leaders on the theme of "community emergency governance". In actual interviews, natural chatting is used, with questions and answers. Respondents are also allowed to ask questions themselves. The content of the interview is adjusted at any time according to the situation, so that the respondent doesn't feel pressure, and the authenticity and reliability of the data are guaranteed to the greatest extent. The interview time for each community leader ranges from 30 minutes to 70 minutes. The interview was recorded with the consent of the respondents during the interview. After the interview, the text is transcribed, and a total of 81,972 words of text are obtained.

2.2 Sample Introduction

The main persons in charge of the 7 communities interviewed in this study are all low-level managers in the community. Their positions include community secretary, community deputy secretary and community director, and their working years range from 14 to 23 years. In terms of sampling selection, based on the principle of convenience sampling, 7 representative neighborhoods in 4 districts under the jurisdiction of Wuxi City were selected: there are 2 in Liangxi District (Chaiji Community in Nanchan Temple Street, Xinglongqiao Community in Huishan Street), 2 in Xishan District (Anxi Community in Anzhen Street, Zhuangqiao Community in Dongting Street), and 2 in Xinwu District (Xin'an No. 2 Community in Xin'an Street, Chunchao No. 4 Community in Wangzhuang Street), and 1 in Binhu District (Shuixiu Community in Helie Street). According to different characteristics, the above-mentioned communities can be roughly classified into three categories: the first is a typical community in the city center with the majority of local residents; the second is the newly-built community in the industrial park, where migrant

workers account for a large proportion; the third is the old communities outside the city center, where the population structure is aging and the ratio of local residents and migrant workers is more balanced. Therefore, this study believes that the above-mentioned communities can represent a sample of grassroots communities in Wuxi to a certain extent.

2.3 Interview Outline Design

The design interview outline for this research includes the following:

- What kind of emergency governance model does the community adopt?
- How does the community organize an emergency response team?
- How do the residents in the community participate?
- How can the community effectively use external resources for community prevention and control?
- Is there any bad public opinion in the community?
- How does the community deal with it and guide?
- Please summarize the successful experience and shortcomings of community governance.

3. SUCCESSFUL EXPERIENCE OF COMMUNITY EMERGENCY COLLABORATIVE GOVERNANCE

3.1 Community Grid Emergency Governance Model

During the special period, the interviewed communities all followed the guidelines of the Party Central Committee, the Provincial Party Committee, the Municipal Party Committee, and the Subdistrict Office, adopted the community emergency management model of external prevention of import and internal prevention of proliferation, and strictly controlled the entry and exit of community personnel. As a developed city in the Yangtze River Delta, every community in Wuxi has generally implemented grid governance in the regular management process. It takes the area under the jurisdiction of the urban community as a whole, divides it into a number of unit grids

according to certain standards (such as geographic location, population environment, etc.), performs unified classification and coding, and enters the grid governance information system, in order to be convenient for grid administrators and supervisors to query the situation in the grid at any time, so as to realize active, dynamic and refined city management [4]. The more representative "five-step" community grid governance model adopted by each community includes: further optimizing grid bayonet settings; further strengthening work responsibilities; further promoting grid prevention and control; further strengthening information reporting; further strengthening personnel management.

However, in the process of promoting grid governance in various communities, due to the actual situation of the community and the limitations of internal and external resources, the actual effects are also quite different. Some communities with better conditions (such as Shuixiu Community in Helie Street) effectively implement community grid governance according to grid division. One or two social workers are assigned to each grid as grid workers, and meanwhile, volunteers, property and residents can be deployed as supplements to assist grid workers in grid management. There are also communities where it is difficult to distinguish and implement community grid governance due to insufficient manpower. They can only do a good job in the overall management of the community in accordance with the regular division of responsibilities.

3.2 Integration of Internal and External Resources in the Community

In special periods, all communities have adjusted measures to local conditions, fully mobilized social forces such as community residents and community self-organization, formed emergency response teams, and vigorously strengthened supervision. Some communities have implemented the "six-self" work law of "self-proposition, self-discussion, self-determination, self-management, self-governance, and self-enjoyment", fostering the residents' master spirit of "taking the courtyard as a home and everyone is responsible". When facing a major test of prevention and control, the Resident Autonomy Committee composed of party members, volunteers, and resident representatives actively responded, and residents independently proposed

the closed-off management, discussed and made decisions on their own to form a unified opinion, consciously received prevention and control tasks to participate in various tasks, and cooperated with the community party committee to quickly implement prevention and control measures.

At the same time, some communities can form community prevention and control teams with co-construction units and social organizations during special periods to work together, and some communities have also received material support and social donations. For example: Shuixiu Community in Helie Street received services such as volunteer inspections and temperature measurement provided by JSCN and Golden Neighbor Social Work Office, and other business partners provided material support such as masks, protective suit, and disinfectant; Anxi Community in Anzhen Street received donations from Wuxi Huaneng Cable Co., Ltd. and masks and other materials donated by Jiangsu New Day Electric Vehicle co., LTD.; Xinglongqiao Community in Huishan Street received daily necessities such as rice, water and eggs donated by Jiangsu Xiao Ren Tang Biotechnology Co., Ltd. However, from an overall point of view, it is still difficult for communities to actively contact and coordinate external resources to jointly carry out prevention and control work. In other words, the community is relatively passive in the use of external resources.

3.3 Community Public Opinion Guidance

Faced with special circumstances, it is inevitable that the general public will panic. At moments of life and death, all kinds of rumors will always avail themselves of every opportunity. The study found that two communities used community WeChat, community broadcasting, volunteer publicity and other methods to promptly promote prevention and control common sense to residents, and there was no bad public opinion from beginning to end. Some residents in other communities heard hearsay, and some unhealthy public opinions occurred that exaggerated facts and spread rumors. After the relevant communities grasped the situation in time, they used slogans, brochures, community WeChat official accounts and other channels to promote prevention and control common sense in a targeted manner, and recommended that residents follow the preventive policies and preventive measures of experts, learn to do a good job of safety protection, improve their overall quality and ability, and minimize the impact

of bad public opinion as soon as possible. Some community residents reported that the prices of vegetables distributed uniformly by the property were too high, and some owners contacted farmers to buy vegetables and were arrested. It was later verified by the community that it was actually a rumor, but some people reported that the price of vegetables was too high. In response to this, the community quickly adopted measures such as increasing the supply of main market players, reducing the price of living materials, setting up special work teams, and purchasing warm-hearted vegetables from the production base for direct supply to residents, which eliminated residents' panic in the first place.

4. SHORTCOMINGS OF COMMUNITY EMERGENCY COLLABORATIVE GOVERNANCE

The study found that each community adopted a closed community grid governance model at an appropriate time, effectively doing a good job in emergency prevention and control coordinated governance. At the same time, the communities also reported the shortcomings and deficiencies that had been exposed since prevention and control.

4.1 Insufficient Prevention and Control Forces in the Community

During the special period, the community has done a lot of work in the prevention and control process, and at the same time the problem of weakness has been exposed. This is reflected in: first, the community has a strong administrative management color, accepts more supervision and inspection, and few measures can be implemented in combination with actual conditions. As the community cadres at the end of the governance system, they are responsible for all the sinking administrative affairs from government departments. "Thousands of threads at the top, a needle at the bottom" can be used to describe the weight of the duties undertaken by the grassroots. Especially in the face of this nationwide emergency situation, a large amount of work of community cadres is to deal with repeated inspections, supervision and evaluation of various departments and fronts at various higher levels. Much of the energy of the community staff at the grassroots level is devoted to filling in various repetitive statistical forms from their superiors. (2) There are few community members and limited power. The

community undertakes multiple important functions such as management, service, guarantee, education, safety and stability, and is basically overloaded in daily work. The community became the frontier of joint prevention and governance overnight, and the heavy prevention and control tasks and huge pressure quickly fell on the shoulders of limited grassroots community workers. They not only undertake publicity, prevention and management, troubleshooting, statistics, reporting, body temperature monitoring, site disinfection, neighborhood coordination, etc., but also serve as messengers, observers, propagandists, investigators, liaison men, guards, counselors, and emergency responders, coordinators, psychological counselors and so on. The shortage of personnel has become the biggest difficulty, and it has also become the most prominent and urgent problem in prevention and control.

4.2 Asymmetry Between Community Function and Guarantee

One is the asymmetry between ability and profession. Because the community is affected by many factors such as establishment and treatment, people recruited by the community have relatively low educational level and weak emergency management ability. The vast majority of community personnel don't have professional hygiene knowledge, especially in the prevention and control of infectious diseases. Due to time constraints, community personnel on the front line of prevention and control have basically not received professional training before taking up their posts, and they don't understand the operating requirements, not only bringing many hidden dangers to the safety of community personnel, but also bringing many difficulties to the prevention and control work. The second is the asymmetry of protection and risk. At the beginning of the special period, on the one hand, community workers must guard the fortress of prevention and control, however, on the other hand, basic protective equipment is extremely lacking, and there are also major hidden dangers in the self-protection of community workers. This battle for prevention and control has further highlighted the long-standing problem of unequal responsibilities and rights in community grassroots work.

4.3 Residents' Sense of Participation Is Not Strong, and Civic Spirit Needs to Be Improved

In the process of emergency cooperative governance, most communities are still arranged by neighborhood committees, and community residents have a weak sense of participation. The most important subject of community autonomy is the residents. Without the participation of residents, there is no community autonomy [5]. With the popularization of the concept of autonomy, the awareness of rights of community residents has been activated, but their awareness of responsibilities and obligations is still blurred. While the core of civic spirit, as a moral quality that individual citizens in modern society should possess, lies in a strong sense of social responsibility, and community residents should actively assume corresponding professional and social responsibilities. In the face of emergency prevention and control, the neighborhood committee needs to change its ideas in a timely manner, vigorously cultivate the civic spirit of the residents, and let the residents actively participate in it, which can undoubtedly promote the process of residents' autonomy against the special background.

5. IMPROVEMENT PATH OF COMMUNITY EMERGENCY COLLABORATIVE GOVERNANCE CAPABILITIES

5.1 Consolidating Community Power and Promoting Community Autonomy from the Bottom Up

First of all, it is necessary to strengthen the staffing and management of the community, and rationally allocate the community neighborhood committee team based on actual work. Especially in the recruitment of talents, priority should be given to arranging or selecting outstanding personnel to enter the community to improve the ability and level of community management. Secondly, it's needed to improve the professional skills of community workers through regular and normalized training, and truly stimulate the vitality of neighborhood committees, so as to rationally promote the bottom-up community autonomy system and actively return to the nature of community autonomy. In addition, it is necessary to establish and improve the community emergency response mechanism, starting from the three aspects

of community emergency warning, community emergency response and community emergency recovery. It's also needed to regularly carry out near miss identification and establish unobstructed information notification channels, effectively coordinate the emergency management activities of various departments, and organize residents to carry out self-help and mutual aid. Communities should restore normal life and production order as soon as possible after the disaster, and at the same time attach importance to the psychological intervention of residents after the crisis.

5.2 Popularizing Residents' Emergency Awareness, and Improving and Enhancing the Emergency Management Capabilities of Communities

The focus is to form a normalized community emergency team in communities where conditions permit. A mature and efficient community emergency team can play a huge role in community emergency warning and community emergency rescue. In communities with conditions and a certain scale, under the guidance and support of the government, attention should be paid to giving full play to the leading role of community autonomous organizations in peacetime, forming community emergency teams, receiving professional training on a regular basis, and conducting institutionalized drills. In addition, it is necessary to carry out normalized community emergency publicity and education to enhance residents' emergency awareness. Efforts should be made to mobilize the people in the community, accumulate various social resources and forces in the community, and popularize all kinds of crisis and emergency knowledge in the community, so that every community resident has certain basic emergency knowledge. At the same time, it is necessary to further increase the awareness of community residents for emergencies and internalize them into personal responsibilities and obligations.

5.3 Cultivating the Civic Spirit of Residents and Cultivating Qualified Subjects of Community Autonomy

Cultivation of the civic spirit not only includes the subject consciousness and right consciousness of citizens, but also emphasizes the awareness of responsibility and participation. Taking social responsibility is an inevitable requirement of

society for every citizen. Citizen participation is not only an important content of the civic spirit, but also a necessary way to cultivate the civic spirit. Therefore, the cultivation of civic spirit can't only rely on publicity and education, but more importantly, it needs to encourage residents to participate in practice through multiple channels, participate in the management of community public affairs, and exercise public power for supervision. At the same time, it is necessary to consider the current situation and improve the relevant laws and regulations for the cultivation of civic spirit of community residents, so that there are laws to abide by for the cultivation of civic spirit.

6. CONCLUSION

Under the new situation, communities have accumulated rich experience in cooperative governance from the rush to emergency cooperative governance and prevention and control to the current rule-based and methodical approach. At the same time, this impact makes people have to face some new areas of community governance, especially the innovation of community governance models in the era of new media. Wuhan has begun to expand online social work in the middle of 2020. As a result, a community governance model that integrates online and offline has become a hot spot for social innovation. In recent years, many cities have been promoting the "city of the brain", and Shanghai, Hangzhou and other places have achieved great results. "City of the brain" is the overall "intelligent" planning of a city. Starting from informatization to intelligence and then to wisdom [6] is the only way to build a smart city. The "intelligence" of the cooperative governance of urban communities is not only an inevitable move in response to the times, but will also become a new direction and focus of recent research.

AUTHORS' CONTRIBUTIONS

This paper is independently completed by Jun Mo.

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