

Construction of Community Resilience Mechanism from the Perspective of "State-Capital-Society"--Case Studies Based on Major Public Health Emergencies

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Abstract: Social governance in the risk society faces many challenges, to promote the modernization of social governance capacity and governance system, grassroots community governance is an important foothold. This case takes Baibuting community of Wuhan as the research object and the path-dependent and collaborative public management as the theoretical basis, comparing the governance performance of the community before and after major public health emergencies by collecting and sorting text data, crawler data, and interview data, the deficiencies of its community governance model are reflected. Results show that the Baibuting community is confronted with major public health emergencies risk, challenges and frequent governance risks. The root cause is excessive fusion of the state power, the capital and the social, the lack of community subjectivity, and then put forward the balance of state, capital and social forces to form the pluralistic co-governance led by the party building, enhance the social forces to stabilize the logical starting point of the main body, stimulate the consciousness of the subject of self-organization and strengthen the consciousness of the responsibility of all members of the community, in order to solve the problem of the transition between normal and abnormal governance, promote the harmony and stability of the community, form the new normal of community governance, and realize the construction goal of "community resilience".

Keywords: Community Autonomy; Path Dependence; Collaborative Public Management; Community Resilience

1. Research causes and questions

The Third Plenary Session of the 18th CPC Central Committee proposed to "promote the modernization of national governance system and governance capacity", which pointed out the direction for future community governance research. In recent years of practice, we have carried out extensive and deep exploration in various parts of China, set up various community governance models and made certain achievements. In the face of major public health emergencies in 2020, community governance went from unresponsive to orderly, which once again made the world witness the advantages of movement-style governance under abnormal conditions in China. Although this governance approach has achieved a lot from the SARS period to the present, top-down campaign-style governance needs time to complete a series of coping mechanisms. However, timely information and responsive responses are essential before a sudden public crisis occurs. Over the years, China has developed and improved various ways of community governance, and formed various governance paradigms. Many achievements have been made under normal governance, but they have failed under the impact of major public health emergencies. The major public health emergencies to give necessary reflection to academic circles: how to normal governance and represented by public health crisis background yet seek a balance between governance, enhance the adaptability of system is not only a major public health emergency in response to the current, it is also a community governance mechanism in our country in the future construction of a practical direction.

In this regard, many scholars have put forward relevant suggestions: Hierarchical governance and union of polycentric governance ^[1], the disadvantaged community workers from the community residents, to learn from the villager autonomy experience

[2], and so on, in spite of many Suggestions to help clarify the elements of construction toughness mechanism and direction, but this kind of "model research" cannot inform builders how to adjust measures to local conditions combination of elements, the idea to the result step by step into reality [3]. Therefore, what community governance needs more is a kind of "mechanism research". Take Wuhan Baibuting Community, a typical community governance, as an example. In the early stage of a major public health emergency, there were problems such as insufficient manpower and inadequate epidemic prevention measures, which went against the usual good image of orderly governance and active organization. Its governance model, such as Party building guidance and "Trinity" , has been praised by many scholars, showing a good level of community autonomy, but it still fails to resist the disorder of governance caused by public health security. This paper on the basis of the scholars "research model", through the analysis of this pavilion community governance mode and inductive, find out the cause, suit the remedy to the case, it has reference significance to build a set of special and mechanism of community autonomy, to reach the norm management and improper management of dynamic balance, build resilience model of community autonomy.

2. The Construction path of community resilience mechanism: A tentative interpretation framework

2.1 The Construction path of community resilience mechanism: A tentative interpretation framework

North put forward the concept of path dependence in his book *Structure and Change in Economic History*, and Ogborn put forward the concept of cultural lag in his book *Social Change*. He first studied the relationship between the state and the market. In order to complement the defects in the theory of interactive evolution of the relationship between the state and the market, Feng Shizheng believes that many historical conditions and environments, although independent of the state and the market, have a profound impact on the interaction between the state and the market. In the past, the game behavior between the state and the market was studied without regard to historical factors, which led to the imperfection of the theory. Therefore, two analytical perspectives, path dependence and cultural lag, were introduced to improve the theory [18]. Although path dependence and cultural lag are applied to the study of the relationship between the state and the market, they are of reference significance to the study of the interaction of multiple subjects in the transitional communities of China.

Path dependence emphasizes homogeneity, which means that gradual social reform leads to the continuity of various actors in many aspects, while cultural lag emphasizes heterogeneity, which means that the logic, speed and direction of changes of various actors in the process of reform are not consistent. Cultural lag allows actors to find new resources and Allies for their innovative actions, and their relationship is affected by their path dependence. The introduction of the two concepts facilitates viewing the interaction between community governance subjects from a modern perspective: in addition to the influence of their "rational choices", their actions and consequences are also subject to the historical conditions accumulated by the turbulence of modern China and even the traditional historical development.

In the process of gradual reform, China's governance is affected by path dependence on the one hand. In the implementation of centralized politics, the Party and government organizations uphold the idea of "people first", pursue the "legitimacy of political achievements", and achieve the goal of governance by deepening and mobilizing the masses. On the one hand, it is affected by the cultural gap: promoting cooperation between government and enterprise, and public participation. In the micro-society of community, the governing body guides its behavior through the interaction of path dependence, cultural lag and "rational choice".

2.2 Theoretical foundations of relationship construction: a paradigm for collaborative public management

Collaborative public management is formed and developed on the basis of the reflection of the traditional single-center governance model and the new public management model fragmented by decentralization, which proposes to realize multiple organizations in the way of "collaboration". Solve problems that cannot be solved or are difficult to be solved by a single organization.

"Collaboration" is a kind of relationship state between organizations. It emphasizes the establishment of trust between organizations, promotes communication and information sharing between organizations under the guidance of common values and concepts, and realizes effective governance. It is a kind of management from the inside out. Collaborative public management has two characteristics: one is both vertical and horizontal management. Collaboration can exist in either the vertical environment within a single organization or the horizontal environment with multiple organizations and multiple interests. Second, the existence of collaborative leadership. Collaborative public management involves the interaction OF multiple stakeholders, which is easy to form a collective action dilemma. Therefore, the existence of collaborative leadership is needed to coordinate all parties and promote the formation of unified value concepts.

The horizontal and vertical management, equality and reciprocity of collaborative management provide effective reference for collaborative management of public crisis. In the case of Baibuting, collaborative management provides a framework for building community relationship and resilience mechanism.

3. Deconstruction of the community governance model of Baibuting

3.1 The operating logic behind the normal governance model

The biggest characteristic of Baibuting governance mode lies in the integration of the three forces of the state, capital and society. Baibuting Group incorporated the social Party committee and neighborhood committee into the group system, and the community Party committee, enterprise and neighborhood committee were all under the leadership of the "management committee", unifying the three governance forces from the system level. Of the three forces, social forces are undoubtedly the weakest. The inertia of the neighborhood committee as the administrative vassal of the government has not disappeared because of the cancellation of the sub-district office. From the starting point of its behavior logic, it lies more in the administrative obedience rather than the representative public opinion in the real sense. Therefore, the Baibuting model actually represents the combination of state and capital power. The combination of the state and the capital power not only has the system level arrangement, but also has the personnel guarantee. The effective integration of the two forces will produce the huge power to promote the community construction. Under normal governance, Party committees start from the behavioral logic of "people-oriented" and cooperate with profit-oriented enterprises: Party committees mobilize community members to volunteer through authoritarianism, while enterprises provide funds, venues and talents to support them. The cooperation between the two brings about "good governance" with Party organizations as the leadership core. Therefore, in less than 20 years, the level of community public services has made a qualitative leap.

Summary and reflection:

Case with path dependence and cultural lag and three kinds of collaborative public management theory to analyze this kiosk mode, answered the questions: 1: represented by the party committee, enterprises and residents' committees of the country, the capital, social forces to path dependence and cultural lag for internal behavior logic, constitute the interactive relationship between the force of the community autonomous mode. 2. Excessive integration of state, capital and social forces and weak social forces are the root causes of mechanism failure under abnormal governance. 3. Balancing the power of the state, capital and society and enhancing the power of society contribute to the building of institutional resilience.

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