



From “Two Community Actors Joint Service Model” to “Five Community Actors Joint Service Model”: The Practice Process and Policy Prospect of the Structural Evolution of Community Governance

Dejing Ren^{1,2}

¹School of Sociology, Beijing Normal University, Beijing, 100091, China

²Scientific Research Department, Party School of Ningxia District Committee of the Communist Party of China (Ningxia School of Administration), Yinchuan, 750000, China

rdjing@163.com

Abstract. The evolution of community governance model from "two community actors joint service model" to "five-social linkage" is the result of practice exploration and policy support. In this regard, the structural theory can be used to analyze from three aspects: policy background, governance model and resource allocation. Combing through the development process of community governance from "two-work linkage" to "five-social linkage", we can see that at this stage, it is urgent to study and solve the contradictions between increasing subject and increasing function, professional and non-professional, administration-led and social coordination. To deal with such a series of practical problems actively and rationally is still the focus of constructing and perfecting the community governance policy system at this stage.

Keywords: community governance; Two community actors joint service model; Three community actors joint service model; Four community actors joint service model; Five community actors joint service model

1 Introduction

Along with the establishment and development of the socialist market economic system in our country, the rapid expansion of city scale has made it appear some new situations in the grass-roots management, among which the more prominent is the new problem facing the community governance. Therefore, the theoretical circle of our country has carried on theoretical and practical exploration to solve the problem of urban community. At that time, there were two different ideas about the professionalization of social work: one was the government's sole responsibility; The second is government-led and community-operated, with the goal of realizing the government's public service function [1]. As pioneers in the development of social work, Shanghai and Shenzhen eventually chose the second approach and made the community the main area of practical work. Since then, "two workers" have participated in community governance and

© The Author(s) 2024

C. Lin et al. (eds.), *Proceedings of the 2024 9th International Conference on Modern Management, Education and Social Sciences (MMET 2024)*, Advances in Social Science, Education and Humanities Research 880,

https://doi.org/10.2991/978-2-38476-309-2_97

opened the exploration in community governance practice. The evolution of community governance model from "two-worker linkage" to "five-social linkage" is the result of practice exploration and policy support. In 2000, the Central Office and the State Office forwarded the Opinions of the Ministry of Civil Affairs on Promoting the Construction of Urban communities across the Country, proposed new ideas to strengthen grassroots social management and community construction, took community service as the focus of community construction, and put forward the "four aspects" of community service content. This was followed by the formation of the management system of "small government, big society". Since then, social work practice organizations began to be built, which has two characteristics: first, urban community is the main field of social work practice; Second, work is carried out "from the top down", in which the government (mainly civil affairs departments) is the main driving force for the development of social work and government purchase of services becomes the largest source of funding for the development of social work [2]. Since then, a series of proposals on the implementation of the linkage mechanism of social work, whether based on realistic conditions to give play to the linkage advantages of "social worker + volunteer", or based on some constructivist assumptions, or even a strategy to promote the development of social work practice, happened to coincide with the community governance concept of "multi-subject collaboration and co-governance" being explored at that time.

2 Emage

2.1 The Analysis Framework Based on Structural Theory

The structural theory, represented by Giddens' academic thought, holds that actors can promote the transformation of the external world by exerting their knowledge and subjective initiative and reasonably and effectively using social rules and resources within a specific time and space.

Structural Theory Interpretation. In traditional functionalism, the theoretical explanation is not consistent with the actual development of society, because at that time, traditional functionalism overemphasized the order of social system, which was not in line with the rapidly changing social environment in the West, so it was criticized by the academic circle. However, social structure has always been an important issue in social studies.

Structural functionalism, represented by Parsons, emphasizes the leading role of social structure and the impact of systematic and integrated theoretical system on society. This is also a theoretical explanation at the macro level. Later, Merton criticized and innovated his theory, and put forward a middle-level theory with guiding practice. In essence, Merton's middle-level theory promoted the connection between the whole theory and the concrete practice, but still regarded the society as a system with a consistent normative order, and did not fundamentally break away from the basic idea of functional analysis.

Giddens' structural theory is different from the previous functional analysis. He puts forward the view of integrating subjective initiative and structure and opposes functionalism, which always overemphasizes the "external restriction" effect of social structure on actors, while ignoring individual subjectivity and the dynamic process of interactors. It holds that individual action and social structure are dialectical relations of mutual correlation and mutual influence, but social structure and individual action are different aspects of human practice. First, from the macro level, he believes that social rules and resource allocation in the social structure can restrict and guide individual actions. Secondly, from the perspective of the middle view, it emphasizes the value of practice. In the process of social development, individual actors can change the external world through rational use of rules and resources in the social structure in their specific time background and situation. The actor here is not a single individual but a social individual with a certain scale, who can promote the dynamic adjustment of social structure under the connection of rules and resources. That is, "Out of constraints we create a world that restricts us." [3] Third, structuralization theory proposes that the interaction between actions and structures is dependent on a certain context. That is, the interactors use rules and resources in the context of interdependence, which constitute the social structure of daily life, and at the same time, the interactors reproduce the rules and resources of the structure [4]. As a link between individual actions and social structure, practice plays its role under specific conditions, strives to break through the constraints of social structure, fully mobilizes the enthusiasm of social individuals, realizes self-purpose through practice, and then adjusts the social structure.

The Practical Logic of Structured Theory in Community Governance. Structuralization theory emphasizes the duality of social structure and individual action, and holds that individual and society, subject and object, etc. contain and influence each other. In our country, the main body of community governance at the beginning mainly refers to the community neighborhood committee under the leadership of the Party committee and the responsibility of the government. The participation of social workers and volunteers (volunteers) adds a new governance subject to community governance, and opens up a new situation for the collaborative governance of multiple subjects. With the development of the practice activities of socialized subjects, the number of socialized subjects gradually increases, showing a spiraling upward adjustment process. On the one hand, the increase of socialized subjects participating in community governance has an impact on the governance structure of the community. On the other hand, the actions of the main body of community governance are restricted by the structure and supported by rules and resources.

The evolution of governance model from "two-worker linkage" to "five-social linkage" is closely related to the social structure formed by specific rules and resources and community governance practices. In this paper, the author tries to use Giddens' structural theoretical framework to analyze the community governance model from "two community actors joint service model" to "five community actors joint service model". Specific ideas for the analysis process: Taking people's yearning for a better life and the modernization of community governance as the macro level, the evolution of relevant departments' community governance policies and the practical exploration from

"two community actors joint service model" to "five-social linkage" as the medium level, and the community governance subjects from "two community actors joint service model" to "five-social linkage" as the micro actors, This paper sorts out the grass-roots community governance model from "two community actors joint service model" to "five-social linkage", and further carries out a comparative analysis of its structure and function, and probes into the deep-seated reasons for its evolution process. This leads to the thinking of policy makers, and also encourages micro-social actors to carry out self-reflection, self-criticism and self-innovation, so as to provide reference for optimizing the path of community governance.

2.2 The Development Process of Community Governance from "Two-Worker Linkage" to "Five-Social Linkage"

The development process of "two-worker linkage" and "five-social linkage" community governance is closely related, but it is not an iterative relationship. From "two-worker linkage" to "three-social linkage" to "four-social linkage" to "five-social linkage", it is a coexistence and gradually decreasing relationship.

Policy Background: Governance Entities Seek Multiple Collaboration. Since the 1990s, with the transformation of urban grass-roots management system from unit system to community system, the welfare supply mode has gradually changed from "unit run society" to "community run society". In the Organic Law of the People's Republic of China on Urban Residents' Committees, the residents' committees are "self-managing, self-educating and self-serving grass-roots self-governing organizations" [5]. When more and more public services are transferred to the community through government finance, how to fulfill the requirements of the higher government to ensure the effective access to public services and welfare resources, the way that the community takes is similar to the way that the higher government takes, thus opening the road of the administration of grass-roots services. However, the community is only an area where social members live together. The unit welfare supply previously enjoyed cannot be effectively delivered at the community level due to the administrative state of the community, and there is a vacancy in the process of transferring public welfare from top to bottom. It is urgent to seek the assistance of other social subjects.

At a time when communities urgently need to seek the assistance of other socialized subjects, a series of policies on social workers have been issued. In 2004, the National Professional Standards for Social Workers were issued. In 2008, the implementation plan of the linkage mechanism of Shenzhen's "Social Workers and Volunteers" linkage Work (Trial) was proposed, and the linkage practice of "social workers + volunteers" appeared. Due to the difference in the number of social workers and volunteers, due to the actual conditions, it is not possible to effectively interact on a large scale, so the linkage practice of "social workers + volunteers" is more accurate to say that social workers promote the development of social work with the help of volunteers (volunteers) who have begun to take shape.

On the one hand, we are looking for a community to assist the governance body, and on the other hand, we are "social workers + volunteers" who need to carry out services in the community. The timely meeting of the two has contributed to the emergence of the "two community actors joint service model" participation in community governance model. This model solves the problem of effective delivery of public services and welfare resources from the national level to the social level in a short time. But at this point, the solution to the problem at the community level is only superficial. The specificity of communities has a profound impact on the demand for public services and is something that must be taken into account by any designer of policies directed towards the ideal community [6]. With the attention to the main body of socialized governance, the linkage model of "three societies", "four societies" and "five societies" began to be practiced everywhere, which also triggered the evolution of community governance policies.

Governance Model: Multiple Linkage Promotes the Specialization of Practice Subjects. Since the 18th National Congress of the Communist Party of China, China's social governance has entered a new stage, and the social management mode of "people managing people" and "people marking people" has begun to decline. In this process, mastering the social governance subject of community resources and the linkage between multiple governance subjects have become the general trend of development. The "three-society linkage" can be traced back to the "three-society interaction" and "two community actors joint service model" proposed by the Shanghai Civil Affairs Department in 2004 [7]. The "three-social linkage" connects the decentralized community committees, social organizations and social workers to coordinate and interact, forming a new pattern of social governance in which the "three social organizations" share resources, complement each other's advantages, and connect and interact between the government and society, so that some social conflicts and conflicts can be effectively prevented and solved in the community as a grass-roots unit, which has certain promotion significance. In 2013, the state issued the first opinions on the "three-social linkage" participation in social governance - the Opinions of the Ministry of Civil Affairs and Finance on Accelerating Community social work Services. The "Opinions" clearly pointed out that "the community as the platform, social organizations as the carrier, social work professionals as the support" of the "three-community linkage" is to explore the principle of "social affairs and professional affairs and professional affairs" to provide new community services. [8] At the same time, the "two community actors joint service model" was also mentioned in the same period, establishing and improving the mechanism of community social work professionals leading volunteer services. "Three-society linkage" and "two community actors joint service model" are mentioned at the same time, from another perspective, is the formation of the main body of community governance "four-society linkage" action. Thus, the "four-society linkage" is a natural development trend.

In 2014, China's first local opinion on the "three-community linkage" participation in social governance was issued - "Opinions of Zhejiang Provincial Civil Affairs Department on Accelerating the" three-community Linkage "to improve grassroots social

governance" pointed out that "by accelerating the" three-community linkage "to stimulate diverse participation, cooperation and co-governance" "Social work presents a new pattern of multi-directional mutual integration and comprehensive and coordinated development. The organizational system of community governance has gradually changed from a vertical hierarchical structure to a horizontal network structure with multiple interactions among all parties." [9] In 2015, the "three-social linkage" was rapidly promoted nationwide. Although the definition of the "three societies" is different, this interconnected governance model puts social organizations and social workers in a specific context to promote the collaborative interaction of multiple subjects to participate in community governance, and innovates the community governance model.

Resource Allocation: Seek Multiple Supply of Resources. The Third Plenary Session of the 18th CPC Central Committee put forward the strategic deployment of promoting the modernization of the national governance system and governance capacity, which has universal guiding significance for promoting community governance. In the practice of community governance, the "three-social linkage" has been unable to solve the complex and diverse problems in the community, which requires the transformation of government power and civil rights, and also the process of the government returning power to the community. In 2012, "Guangdong: Establishing the Mechanism of Five social Organizations Linkage", it was mentioned that "five social organizations linkage" was first proposed by Guangdong Province based on the experience of Zhuhai's community management system reform in 2010. At about the same time, the Shanghai Civil Affairs Department also put forward the idea of strengthening the "five-social linkage" of community, social organizations, social workers, community volunteers and community volunteer services, with the aim of leading volunteers to promote community volunteer service through projects, organizations and social workers. This is also clearly different from the current "five-social linkage" [10].

In July 2021, the CPC Central Committee and The State Council issued Opinions on Strengthening the Modernization of Grassroots Governance System and Governance Capacity (Zhongfa (2021) No. 6), which clearly proposed to "innovate the linkage mechanism between communities and social organizations, social workers, community volunteers, and social charity resources". In November 2021, the Hubei Provincial Department of Civil Affairs issued the Opinions on Innovating the "Five-Social Linkage" mechanism to Improve the efficiency of Community Governance, pointing out that the "five-social linkage" is the innovation and development of the "three-social linkage", which is guided by the needs of residents, takes the community as the platform, takes social organizations as the carrier, and supports social work professionals under the leadership of grassroots Party organizations. It is a new community governance mechanism based on community volunteer service team and boosted by social charity resources. In July 2022, the Wuhan Civil Affairs Bureau issued the notice on the Implementation Plan for Innovating the "Five Social Organizations Linkage" mechanism to Improve the effectiveness of community governance, which once again clarified the scope of the role of the "five social organizations". In July 2023, the Hangzhou Civil Affairs Bureau issued the "Hangzhou Urban and rural Communities" Work Guidelines (Interim) and gave a specific definition of "five cooperatives".[11]

In general, since 2020, community governance, as the core position of grassroots governance, has been put forward higher requirements, and it is necessary for the community governance system to effectively deal with the relationship between various "rules" and "resources", and promote the social subjects to take actions conducive to the realization of good community governance through the construction of a reasonable social structure.

3 Conclusion

On the whole, from the "two-worker linkage" to the "five-social linkage" developed after the "two-worker linkage" in community governance, most community governance policies and practices in this area hope to achieve the goal of effective governance by adding action subjects to change the governance structure.

3.1 Increase the Body and Function

Theoretically speaking, "the goal of good governance is achieved through consultation, co-governance and benign interaction among multiple subjects, and the construction logic of" organization-benefit-action "is presented. Organizational structure is the basic carrier of the construction of community governance community, interest correlation and incentive are the bridge, and collective consistent action is the powerful driving force" [12]. All stakeholders of community governance should achieve full communication and extensive consultation through the implementation of projects and the initiation of the central axis body in community work practice, so as to form a community good governance with diversified subjects, process negotiation, extensive resources, sustainable results and maximum convention. [13]However, as far as the community itself is concerned, the heterogeneity of the population and the functions undertaken by the community are constantly changing. The root cause of the change is insufficient supply and residents have demands, but the resources to meet the needs of residents are limited. Whether it is allocative resources or authoritative resources, the resources of grass-roots communities have been unable to achieve effective supply. And demand-supply is never in balance. In addition, from the perspective of the current community governance practice, although the number of social action subjects has increased and the governance structure has also been adjusted, the development of today's "five-social linkage" has still not gotten rid of its dependence on government resources to a large extent. The vision of adding functions through adding subjects in the community cannot operate autonomously because the projects such as service theme, service goal and service mode are still trapped in the definition of subjects outside the community.

3.2 Professional and Non-Professional

At the beginning of the participation of the "two workers" in community governance, social workers use their professional advantages to lead the number of volunteers (volunteers) to participate in community governance. In the process of "three societies" to

"five societies" participating in community governance, it has always been a controversial issue whether social workers should be stationed in a specific community for a long time or in different communities according to the project. From the perspective of specialization, each social worker has his own professional preference and different action logic. When carrying out community services, he accurately meets the real needs of community residents through professional evaluation methods and responds to the voices of different residents through refined professional division of labor, which can better reflect professional services and provide his own unique professional service methods. In other words, based on professional supply, social workers belonging to social work stations can better play a social worker's professional expertise. However, due to the current institutional arrangement, the current social work stations are still too dependent on the grass-roots administrative units and the professional practice is not strong, which affects the efficiency and effect of social services to a certain extent. [14] This requires social workers to constantly pursue the sense of gain and satisfaction of the service objects in the service process when carrying out service activities, demonstrate their professional effectiveness, and let the grass-roots administrative staff and community residents see the effectiveness of the service, so as to offset the dependence of identity.

3.3 Coordination between Administrative Leadership and Society

If there are coupling factors in the "two-worker linkage" participation in community governance, then from the "three-social linkage" to the "five-social linkage" participation in community governance comes more from the government's empowerment and empowerment. Since the 18th CPC National Congress, local governments have gradually clarified the boundaries of the powers and responsibilities of sub-district offices and grassroots mass self-governing organizations, and established a two-way evaluation mechanism for sub-district offices (township governments) and grassroots mass self-governing organizations to perform their duties and fulfill their commitments, which has stimulated the vitality of community governance and enhanced the driving force of community governance, making grass-roots governments more responsible for the bottom line [15]. Since then, various places have begun to promote the rapid development of social participants and expand the space for social participation. In concrete practice, local governments have gradually defined the boundaries of responsibilities between the government and the community, and actively sought the power of social coordination. In this context, how to break through the predicament of relying solely on government resources and effectively exert the advantages of social collaboration has become an urgent issue to be solved.

3.4 Policy Outlook

The practice of community governance from "two-worker linkage" to "five-social linkage" appears to be a process of constantly adding new participants, but its fundamental reasons lie in: first, the change of government role and the decentralization of functions

in the context of social transformation; The second is the demand based on the community - the supply imbalance. The adjustment of structure and the play of functions still cannot achieve the balance of demand and supply at the community level. In the face of such a situation, if the "five communities" are classified, the two community committees still belong to the community and mainly play the function of communication and coordination; Social organizations can have their own characteristics and function according to the needs of the community; Social workers belong to social work stations, which are committed to providing professional services and playing the function of professional supply and demand; Community volunteers belong to the municipal (district) volunteer association and play the role of resource supplement in coordination; The community charity resources belong to the social charity organizations and play the role of resource supplement. Can the five action subjects of community, social organization, social work station, social volunteer association and social charity organization more effectively promote the "five social linkage" to participate in community governance? Why has the mechanism of "project system" been adopted in the development process from "two community actors joint service model" to "five community actors joint service model"? Can "Specialized project system" achieve "demand-supply" balance? How to better chain the effective resources to achieve the "demand-supply" balance? What mechanism should be used to encourage and restrict the remaining "four clubs" outside the community to actively and effectively participate in community governance? To deal with such a series of practical problems actively and rationally is still the focus of constructing and perfecting the community governance policy system at this stage.

References

1. Liu Yanying. Guangdong: Exploring the orientation of professionalism [J]. Outlook Weekly News,2006(48).
2. Peng Xiuliang. Discussion on several issues in the development history of social work in China. Social Work,2016(2).
3. Anthony. Giddens. The Constitution of Society: Outline of Structural Theory [M]. Sanlian Bookstore, 1998:60-89.
4. Jonathan. H. Turner. The Structure of Sociological Theory [M]. Hangzhou: Zhejiang People's Publishing House, 1987:563-565.
5. The urban residents committees of the People's Republic of China. [EB/OL]. http://www.npc.gov.cn/zgrdw/npc/xinwen/2019-01/07/content_2070251.htm Chinese net
6. ZHANG Wangcheng, Chen Tao. On the connotation and extension of Urban Community Public Service in China [J]. Journal of China Youth University for Political Science,2010(2).
7. Cao Haijun, Wu Zhaofei. Three-community interaction from the perspective of Community governance and Service: generation logic, operation mechanism and path optimization [J]. Journal of South China Normal University (Social Science Edition),2017(6).
8. Xu Baojun, Chen Weidong. Transformation logic and realization Path from "Three-social Linkage" to "Five-social Linkage" [J]. Zhejiang Social Sciences,2023(9).

9. Zhejiang Provincial Civil Affairs Department. Opinions of Zhejiang Provincial Civil Affairs Department on Accelerating the "Three-social Linkage" to improve grassroots social governance [EB/OL]. [2014-07-01] [2023-09-20]. https://mzt.zj.gov.cn/art/2014/7/11/art_1229705757_2449600.html.
10. Wang Jinying. Strengthening the Practice of Volunteer Service of "Five social Organizations" : Reflections on the display of community volunteer service on the second "Shanghai Public Welfare Partner Day" [J]. *Social Welfare*,2013(1).
11. Notice of the Civil Affairs Bureau on the Issuance of the Implementation Plan for Improving the Efficiency of Community Governance through the Innovation of the "Five-Social Linkage" Mechanism (EB/OL). (2023-07-28) [2024-08-01]. https://mzj.wuhan.gov.cn/zwgk_918/zc/zcfg/wmz/202208/t20220810_2021172.shtml.
12. Notice of Hangzhou Municipal Civil Affairs Bureau on issuing and distributing the Working Guidelines of "Five Cooperatives Linkage" in Urban and Rural Communities of Hangzhou (Interim) (EB/OL). (2023-07-28) [2024-09-03]. https://www.hangzhou.gov.cn/art/2023/7/28/art_1229740040_7707.html.
13. Lu Jin, Guo Guangyu. Multiple logic and realization path of Constructing community Governance community: Based on the analysis of "Linkage of five communities" in C community of Kunming [J]. *The CPC tianjin municipal party committee party school journal*, 2024(4).
14. Liu Zhen. Toward Practical Consciousness: Practical dilemma and optimization path of social work station -- Reflections on the practice of social work station in W Town [J]. *Inner Mongolia Social Sciences*,2024(1).
15. Wang Musen, Tang Ming. The modernization of community governance: the orientation of The Times, the direction of Practice and the direction of the future: An analysis of the "policy-practice" picture of community governance since the 18th CPC National Congress [J]. *Jianghuai Forum*,2018(5).

Open Access This chapter is licensed under the terms of the Creative Commons Attribution-NonCommercial 4.0 International License (<http://creativecommons.org/licenses/by-nc/4.0/>), which permits any noncommercial use, sharing, adaptation, distribution and reproduction in any medium or format, as long as you give appropriate credit to the original author(s) and the source, provide a link to the Creative Commons license and indicate if changes were made.

The images or other third party material in this chapter are included in the chapter's Creative Commons license, unless indicated otherwise in a credit line to the material. If material is not included in the chapter's Creative Commons license and your intended use is not permitted by statutory regulation or exceeds the permitted use, you will need to obtain permission directly from the copyright holder.

