

A Rational Review of Building a High Quality Urban and Rural Community Service System

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Abstract

Community service not only affects the quality of life and happiness index of the people, but also reflects the warmth and effectiveness of the community. The construction of community service system is an important path for innovation in community governance system. As China enters a stage of high-quality development, facing problems such as imbalanced and insufficient development of urban and rural community services, incomplete multi-party participation pattern, and weak information infrastructure construction, the construction of urban and rural community service system must focus on improving the pattern of urban and rural community services, enhancing the supply of urban and rural community services, and improving the efficiency of urban and rural community services. Under the new requirements of improving people's quality of life, three major breakthroughs have been achieved in terms of concept, function, and logic: the service concept has shifted from "product supply" to "demand satisfaction", the service function has shifted from "bottom line guarantee" to "quality of life", and the service logic has shifted from "government catering" to "ordering from a hundred surnames".

Keywords

Community Service, Community Service System, Service Quality.

1. Introduction

During the 14th Five Year Plan period, we are facing new economic and social situations, new expectations from the people, and new tasks in grassroots governance. As China enters a new stage of high-quality living, the goal of improving people's quality of life drives the development of China's community service system towards higher quality, marking a new chapter in the construction of a Chinese style community service system with high-quality living as its hallmark.

Faced with new economic and social situations, new expectations from the people, and new tasks in grassroots governance, China has entered a new stage of high-quality living. The goal of improving people's quality of life drives the development of the Chinese style community service system towards higher quality. The new chapter in the construction of the Chinese style community service system, marked by high-quality living, has the following four dimensions: first, grasp the "height" from five historical tenses, and experience "poverty alleviation" The five historical processes of "improving living standards", "improving quality of life", "enhancing people's well-being", and "improving people's quality of life". Second, understand "breadth" from the characteristics of the two times. The requirement of "benefiting all people" reflects the universality of the people's subject, and reflects the essential requirements and value logic of Chinese path to modernization; The breadth of life coverage includes both objective and subjective quality of life, covering all aspects, chains, and processes such as employment, education, and healthcare. Thirdly, grasp the "depth" from three practical requirements. Firstly, it is an inherent requirement to achieve modernization for the common prosperity of all people,

and improving the quality of life of the people is a concentrated reflection of the common prosperity of all people; The second is the essential requirement of establishing the Party for the public and governing for the people, which is a concrete reflection of the Party's purpose in safeguarding and improving people's livelihoods; The third is to meet the growing demand of the people for a better life, which is a vivid manifestation of the people's pursuit of higher taste and higher quality of life. Fourthly, we should focus on three key points and focus on "strength", relying on the people, high-quality development, and unity and struggle.

2. The Development Stage

Overall, the subject, object, content, goals, and guarantees of the Chinese style community service system have undergone a transformation: the civil affairs department has shifted from advocating and promoting a single approach to multi departmental collaboration and government leadership; Expanding specific disadvantaged groups to all residents, urban communities to rural communities; The development of a single advocacy based mutual aid welfare service to a multi-level service of public service, convenient and beneficial service, and volunteer service; The goal of solving social problems in the local area is to achieve high-quality service sharing; From a specialized and decentralized service development model to a systematic construction track. With the continuous development of China's economy and society, as well as the pursuit of a better life by the people, it has entered a stage of high-quality development. The construction of the Chinese style community service system has roughly undergone a structural transformation of mutual aid and welfare, inclusive and equal, and high-quality sharing.

In response to the historical transformation of the community service system, based on the division criteria of the two, the focus is on the embedded relationship between community service and governance, rather than the advocacy subject of community service. This paper summarizes the evolution of China's community service policies and proposes three historical stages: the first stage is the exploration stage of the community service system under community management (1987-1991); The second stage is the construction of a standardized community service system centered on community construction (1991-2012); The third stage is the improvement and upgrading of the community service system under the community governance model (2012-2025).

2.1. The First Stage

In the 1980s, the unit based management model was greatly impacted. In order to adapt to the huge changes in the economic and social structure, the Ministry of Civil Affairs advocated and promoted the urban community management system, gradually transforming into a community-based street management system. Community services were first included in the responsibilities of street offices and neighborhood committees. At this stage, community public services are mainly provided by the government, including various services such as infrastructure construction, community healthcare, education, and social security. The rapid development of early community services has solved the difficulties of social responsibility, employment pressure, and insufficient street funding. Due to market-oriented reforms, enterprises are unable to undertake past social service projects, and social service content mainly focuses on convenient and beneficial services and welfare services for special groups. In the process of practice, various regions have explored the path of "providing public welfare and welfare services with for-profit services", which has led to excessive expansion of for-profit services and insufficient public welfare services, deviating from the original intention of community service welfare and public welfare.

In the first stage, the exploration stage for the reference of the community service system under community management (1987-1991). In 1987, the concept of community service was first

proposed at the Dalian Community Service Work Symposium. Urban communities in China began a scattered exploration of community service, mainly learning from the Western models and experiences of community service. This stage was the formation of a community service structure based on the street dwelling system. Before the reform and opening up, China was in a "dominant" community model with the unit system as the main body, implementing community management from top to bottom through political mobilization and administrative management. As the fundamental unit of social management, communities are the main platform and carrier for the government to manage society, and maintaining social stability has become the main task of communities in China. For example, the Notice of the Office of the State Council Work Safety Committee on Further Deepening the Construction of Safe Communities and the Implementation Plan of the Office of the Guangdong Provincial Work Safety Committee on Further Deepening the Construction of Safe Communities issued by the Office of the State Council Work Safety Committee.

2.2. The Second Stage

The second stage is the construction of a standardized community service system centered on community construction (1991-2012). Social construction has been proposed against the backdrop of the disintegration of the "unit system", which has changed the organizational foundation, diversified service providers and forms of urban society, increased difficulty in urban community governance due to frequent social mobility, and increased social instability factors. During this stage, there were two stages of development: the first was the opening period of incorporating community services into community construction (1991-2006); The second is the integration of community services into a new era of community construction (2006-2012). In 1991, the Ministry of Civil Affairs clearly proposed the concept of community construction, thus initiating urban community construction with Chinese characteristics. This stage repositions community services, changes the functional role of "filling in gaps", and integrates community services into the track of community construction.

Firstly, the scope and content of community services are constantly expanding. The projects and contents of community services basically cover various fields of residents' material and spiritual life. The State Council has defined community services in a broad sense, which includes not only public services provided by the government in the community, but also community welfare services provided free, low, and paid, community public welfare services, and community convenience and benefit services. Secondly, service facilities and networks are beginning to take shape. In 2007, the Ministry of Civil Affairs affirmed the practice of community service in cities, proposing to focus on community service stations, rely on the construction of community information service networks, and build a community service network with division of labor and cooperation among community, street, and district (city) community service institutions. Thirdly, the diversification of service providers.

In 2010, the Opinions on Strengthening and Improving the Construction of Urban Community Residents Committees were issued. In 2011, the Ministry of Civil Affairs further clarified the role positioning of each subject in participating in community services, stipulating that the Party Committee should play a unified leading role, the grassroots government should play a leading role in promoting specific affairs, community organizations should play a assisting role, and social forces should participate and join. In 2011, the "Twelfth Five Year Plan for National Economic and Social Development in China" proposed to "reform the provision of basic public services, introduce competition mechanisms, expand the purchase of services, and achieve diversification of providers and delivery methods.". At this stage, the government led administrative color is prominent, social attention is weak, and the policy and regulatory system is incomplete with obvious transitional colors. The content of policies and regulations is mainly about various specific measures and behavioral construction. The concept and

institutional construction of community governance are gradually moving towards modernization and systematization, and there is a lack of institutional construction for social development and social organization development by learning and borrowing from international community governance development concepts, methods, and systems.

2.3. The Third stage

The third stage is the improvement and upgrading of the community service system under the community governance model (2012 present). During this stage, there were two stages of development: the first was the period of inclusiveness and equalization of the community service system (2012-2020); The second is the period of high-level and high-quality development of the community service system (from 2020 to present). The Third Plenary Session of the 18th Central Committee of the Communist Party of China proposed to promote the modernization of the national governance system and governance capacity, reflecting the logical transformation of community governance in China from "regulation" to "good governance". In 2013, the Opinions of the Ministry of Civil Affairs and the Ministry of Finance on Accelerating the Promotion of Community Social Work Services proposed to "accelerate the professionalization process of community services.". Since the 18th National Congress, the country has developed new ideas and goals for social development policy planning. Community functions have shifted from control to democracy and people's livelihoods, community positioning has shifted from order to vitality and quality, and the construction of community service systems has entered a new chapter.

Firstly, the diversity of community service subjects. On the one hand, we will focus on guiding diverse stakeholders to serve communities. To implement basic public service projects for urban and rural areas provided by grassroots governments, and support market entities in providing convenient and beneficial services, in 2016, the Ministry of Civil Affairs proposed the "Three Societies Linkage" with communities as platforms, social organizations as carriers, and social work professionals as support as the development goal of the community service mechanism. On the other hand, it stimulates the vitality of community residents to participate in community services. Absorb community residents to participate in the entire process of community service policy formulation, project design, service supply, and performance evaluation.

Secondly, the supply of community services is diversified. One is the equalization of community services. On the one hand, the community service objects expand from the registered residence population to the resident population. Under the background of the new urbanization and the reform of the registered residence registration system, according to the population size, demand structure, service radius and other factors, it provides equal public services covering all residents. In 2012, the Ministry of Civil Affairs issued the Opinions on Promoting the Integration of Migrant Workers into Urban Communities, which promoted the process of urbanization and modernization and institutionalized decision-making to promote social fairness and justice; On the other hand, promoting the coverage of basic public services between urban and rural areas. With the rapid development of China's economy and society and the gradual disintegration of the urban-rural dual structure, China's community service system has entered the stage of urban-rural integration. The "Urban and Rural Community Service System Construction Plan (2016-2020)" for the first time includes rural community services in the overall plan, promoting the extension of urban service projects and resources to rural areas, To strengthen the construction of the rural community service system and promote the organic connection between urban and rural community service projects and service standards. The second is to provide convenient and beneficial services for the people. Promote the "15 minute life service circle" in cities and comprehensive service outlets in rural communities, providing public utility services, community family services, life services, etc.

Thirdly, the intelligence of community services. On the one hand, we will promote the construction of a comprehensive information platform for public services in combination with the "Internet plus government services", break the new business system of decentralized isolation and single purpose in all departments and at all levels, integrate community public service information resources, and achieve a new situation of "one-stop processing at the front window and collaborative cooperation at the back end". On the other hand, in order to build a smart community with intelligent facilities, convenient services, refined management, and livable environment, continuously absorb social information resources, improve the level of intelligence in community elderly care, community medical care, community household management, and achieve a new model of community service that combines online and online.

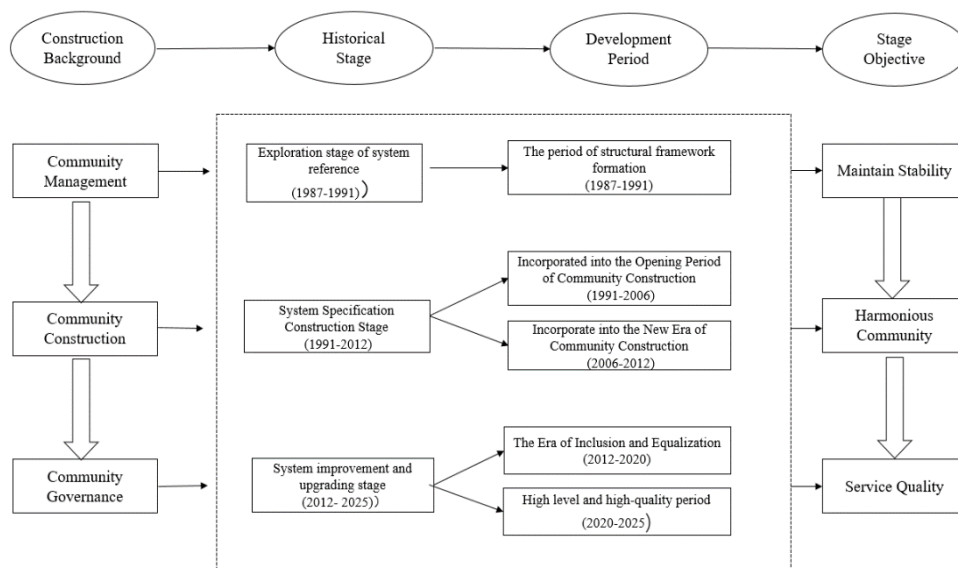


Fig. 1 Development Stage

3. Rational inspection

The community service system has shifted from a low-level, singular, and imbalanced development stage to a direction of multi-layered community service subjects, functional aggregation, and convenient modes, presenting an overall characteristic of "multi-level". By enriching community service projects, optimizing community service processes, and improving community service quality, a three-dimensional service pattern has been formed.

3.1. Improve the pattern of urban and rural community services

Under the guidance of party building, a diversified participation pattern will be established, and the system and mechanism for community registration services for in-service party members will be implemented. The functions of the party in serving the masses, educating the masses, and rallying people's hearts will be fully utilized.

Firstly, to shape the authority of community party committee governance, several steps should be taken to achieve effective management. Establish a number of community "party building leadership" main positions through reforms such as regionalization of grassroots party building work; Introduce opinions on standardized construction of community party building, and strengthen the main responsibility of the community party committee towards the community; Extend party building standards from communities to grassroots areas in various cities such as government agencies, state-owned enterprises, universities, and parks.

Secondly, build a party and mass service center platform and build a comprehensive hub for community services. On the one hand, expanding the radiation range of resources and services, promoting services to sink to the grassroots level, and forming party and mass service stations

in campuses, buildings, parks, commercial squares and other areas. On the other hand, integrating party building and community resources, expanding party and mass service functions, creating a party and mass service circle, connecting various entities and resources through the party, and meeting the comprehensive needs of community residents in education, elderly care, medical care, psychology, public security, and other aspects at the party and mass service center.

Thirdly, carry out grassroots consultative democracy and promote the entire process of people's democracy to take root at the grassroots level. Through consultative democracy, community public affairs are resolved. Residents use regular discussion platforms such as party mass joint meetings, resident discussion meetings, and public sentiment symposiums to promote the realization of better community services. The needs of residents are integrated throughout the entire process of the community service system, effectively solving the needs, demands, and anxieties of residents in community services. Through grassroots party building, we can play a political leading role, stimulate the participation enthusiasm of community residents, social organizations, property companies and other multiple entities, and promote more standardized, orderly, and efficient community services.

3.2. Enhance the supply of urban and rural community services

Firstly, the foundation and carrier of the community service system. Community service facilities, as the foundation of the community service system, are the carrier for the development of community services. The concept of community service facility construction has shifted from single construction to functional operation. The Chinese style community service system aims to create a comprehensive community service platform that integrates public services, cultural and entertainment, elderly care and childcare, medical and health care, deliberation and consultation, and convenient commerce. Local governments are continuously optimizing the layout of service facilities, promoting the standardization and standardization of community comprehensive service facilities. Zhejiang is exploring the "three types of livelihood complexes" model, creating a cluster of comprehensive service facilities that are clustered, complementary, multifunctional, and composite. Shanghai is promoting "doorstep" services, proposing different directions and requirements from six aspects: community services, employment guidance, housing improvement, daily travel, ecological leisure, and public safety. Comprehensively enhance the precision and refinement level of community governance and services.

Secondly, we will focus on enhancing the supply of community services with three major functions: serving the people, facilitating the people, and ensuring their well-being. "Serving the people" refers to "nurturing children, educating students, treating illnesses, providing care for the elderly, supporting the weak, and providing cultural and sports services". It covers aspects such as childbirth, education, medical care, elderly care, social security, and spiritual services, reflecting the "full cycle" of community services and running through the entire process of people's production and life. "Convenient services" mainly focus on the subdivision areas, details, and daily difficulties in residents' lives, promoting two categories of community public service matters and commercial service matters. "Anmin Service" refers to various services provided for community safety, emergency capacity building, and community psychological services.

3.3. Improving the efficiency of urban and rural community services

Firstly, innovate community service mechanisms. In order to effectively enhance the ability of residents to meet their daily service needs and face emergencies in community governance, and to build a community service system that combines peace and war, Beijing has innovated the "respond to complaints immediately" service mechanism, reflecting the service model of instant response to the needs of the masses and the innovation of grassroots governance model

of "responsive governance" in China. The mechanism of handling complaints immediately extends from the deepening of "street whistleblowing and department reporting", with the 12345 citizen service hotline as the main platform. Therefore, in the construction of a Chinese style community service system, innovative service mechanisms should adhere to the community service value concept of "resident centered".

Secondly, improve the efficiency of digital government services. As a new way and carrier of innovative government management and services in the digital era, the government service platform is a key lever for the implementation and effectiveness of digital government construction. In 2018, Shanghai was the first to introduce a work plan, proposing to build a "one-stop" government service, improve the efficiency of online and offline government services for residents through intelligent means, and emphasize the diffusion of Shanghai's "refined" governance model experience empowered by digital technology throughout the country. In 2022, driven by both business and technology, Shanghai will comprehensively deepen the "One Network, One Service" reform and carry out a series of service innovations.

Thirdly, build a beautiful digital service scene. In addition to innovative practices in improving the level of government services, Zhejiang Province first proposed the concept of "future communities" in the 2019 government report, with nine application scenarios in the future: neighborhood, education, health, entrepreneurship, construction, transportation, low-carbon, service and governance. Among them, the mention of establishing a property service model and a "high-quality life zero distance" future service scenario for 24-hour living needs reflects that Chinese style community services pay more attention to the application scenarios of digital technology, and highlight the empowerment of community services with technologies such as artificial intelligence and big data.

4. Summary

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4.1. Service philosophy goes from "product supply" to "demand satisfaction"

The long-term goal of community service is to create hardware conditions for the implementation of community services. As community service facilities are the carrier of community services and the foundation of community service systems, they are also pain points and difficulties in the construction of China's community service system. Therefore, in the development process of our country, there is a tendency to prioritize early construction over later maintenance; Heavy hardware support and light software support; Issues such as heavy capital investment and light capacity improvement. Under the overall requirements of government functional reform and continuous sinking of service resources, in order to enhance the service capacity of urban and rural communities, the service content has undergone a transformation from simply emphasizing facility construction to advancing in three aspects: service institution construction, team construction, and mechanism construction. In order to better meet the diverse needs of residents, service methods have gone through the process of "information construction" facility supply to "digital technology empowerment" empowering the people.

Breaking away from the pure giving model of the welfare state, the people-oriented nature of the Chinese style community service system is reflected in three levels: service-oriented, full cycle, and subjective, inspiring the public's sense of responsibility and spirit of self-service, self-management, and self-education. Scholars have mentioned that the essence of Chinese social governance is a form of life governance, which is the local form of social governance in China. Community service is an important lever for grassroots life governance in China, integrating

into the entire process of residents' daily lives, and realizing the pursuit of a better life and high-quality services by the masses. Putting people first has become the core pursuit of China's community service system construction, reflecting that community services are guided by meeting the needs of residents for a better life. Full cycle refers to community services that run through the entire life cycle of individuals, providing chain, full cycle, and diverse types of community services for all residents. Service oriented refers to community service methods that prioritize the needs of residents. People's subjectivity refers to relying on all residents, encouraging them to actively participate in the diversified community service subject pattern, and stimulating the vitality of community residents to participate in community services. Absorb community residents to participate in the entire process of community service policy formulation, project design, service supply, and performance evaluation.

4.2. Service functions from "bottom line guarantee" to "quality of life"

In the early stage of the construction of China's community service system, urban communities were the main focus. After more than a decade of exploration of the urban community system, it has shown characteristics such as wide coverage, strong professionalism, and strong service. However, there is an urgent need to upgrade the urban community service system. Similarly, due to the late start, low starting point, and weak foundation of China's rural community service system construction, there are various shortcomings such as imbalanced service layout, large service gaps, disconnection between service supply and demand, lack of specialized service teams, and incomplete service mechanisms. The content of community services focuses on agricultural production, education, migrant work, and other basic guarantee services, presenting a sense of urgency and urgency. With the overall trend of urban-rural integration and resource sinking at the grassroots level in China, the construction of community service system is gradually extending from urban communities to rural communities.

The development of foreign communities provided theoretical paradigms and practical guidance for the initial community construction in China, but there are differences in community governance models and development between the two. One is the main positioning of community services. The Chinese neighborhood committee is essentially a semi official basic organization that combines the general attributes of economic and administrative organizations; Community organizations abroad are non-profit organizations with a civilian nature. The second is the goal concept of community service. The goal of community service in our country has undergone a transformation from solving local social problems to achieving high-quality sharing of services, constantly focusing on people's expectations and promoting the continuous sinking of service resources. The goal concept of the Chinese style community service system is different from the welfare of community care in Western countries. The third is the era background of community service. Community service in China is an objective need for social life in the process of transformation of the socialist market economy system and national economic development. Chinese community services have a composite function, where the government provides public services and residents live and engage in autonomous activities. Community services in China are carried out with the help of national policies and government advocacy, and are planned and purposeful. The principles of community service in our country cannot be separated from the government's service philosophy.

4.3. Service logic goes from "government catering" to "ordering by the people"

Pay attention to the subject status of service recipients, change the passive acceptance situation under the logic of "regulation", and gradually enhance residents' awareness of self-service, self-education, and self-management, enhancing the accuracy and effectiveness of the entire process of service supply. This involves three issues: first, the dual issue of service quantity and effective governance supply; second, the precise online demand for community services; and third, the diversification of community service supply entities to improve service supply

efficiency. In Chinese social governance, the relationship between politics and society is not a binary opposition, but rather a complex relationship between the governing body and the governing structure. From initially following the path of socializing community services under government guidance and support, the main providers of community services have gradually formed a diverse participation pattern consisting of government departments, market entities, social organizations, and social groups.

Community services focus on social benefits rather than profit. With the continuous downward shift of governance focus, the sinking of public service resources, and the strengthening of grassroots public service functions, community public services have become the core elements of community services. Specifically, the non-profit nature of community services is reflected in three aspects: the public nature of service subjects, that is, the government plays a leading role in community services; The public nature of service, that is, community public services serve the public interest of society; The sociality of service nature refers to the provision of social public goods and services. Compared with the community welfare and relief policies of Western countries, China's community services have greater inclusiveness and practicality. Firstly, as a country with an imperfect market economy, adopting a government led community service development model is in line with China's national situation and practical needs, organized, planned, and vibrant. China's community service is a product of the transition from a planned economy to a market economy, influenced by internal and external environments, which is fundamentally different from the "community decline theory" that emerged in Western countries; Secondly, community services in our country rely on grassroots organizations to provide organizational support, which is different from the organizational resources that Western countries do not have.

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