

Study on community governance during COVID-19

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Abstract. COVID-19 has challenged China's traditional model of community governance. This article discusses the existing problems and optimization strategies of community gridding management, advocates the value concept of diversified governance, solves the problems of low efficiency of community governance, weak community emergency management ability and so on, and improves the resilience of community governance. This article puts forward some strategies, such as paying attention to special groups in communities, actively absorbing social forces, expanding informatization and digitization application scenarios, to establish the operation mechanism of the community and improve the ability of community governance under multiple risks.

Keywords: Community governance; COVID-19 prevention and control; Community gridding management.

1. Introduction

General Secretary Xi Jinping pointed out that "community is the 'last kilometer' for the party and the government to connect and serve residents, as well as the 'last kilometer' of urban governance. Community is one of the main places for people to live, rest, entertain and work, and is often the place where public emergencies erupt. Communities are vulnerable to all kinds of disasters and crises. According to a survey, 80% of sudden crisis events happen in communities, such as "Black Swan" and "Gray Rhino" incidents, which often result in consequences beyond the ability of the community itself to cope with them. When COVID-19 broke out in Wuhan at the end of 2019, measures to close roads, villages and communities across the country were issued to block the movement of people across regions. The severe situation brought by COVID-19 has posed a new challenge to the traditional community governance model. General Secretary Xi Jinping stressed that fighting COVID-19 is a test of the country's governance system, governance capacity, social service system and crisis intervention system. Since the outbreak of COVID-19, infection cases have emerged in Beijing, Tianjin, Dalian, Shijiazhuang, Ruili and other cities. The Crisis Management Research Center of Renmin University of China has concluded that home, community, workplace and public places are the common scene areas of COVID-19 infection through tracking the trajectory of confirmed cases. Zhang Fan took the governance of Shanghai communities in the context of COVID-19 as an example and proposed that the city needs to adjust its community governance framework, formulate new internal rules and laws and regulations, and establish a spatial emergency response plan when dealing with the threat of COVID-19. This shows that communities play an important role in COVID-19 prevention process. Community governance, as the grassroots and basis of social governance, plays an important role in the realization of social governance. From the perspective of COVID-19 prevention and control, based on the theory of grid governance and the joint participation of multiple entities, this article analyzes the current situation and problems of community governance, proposes optimization strategies of community governance, and provides ideas and suggestions for improving community emergency response mechanism under major public health emergencies.

2. Basic Theory

The formation of community's dates back to ancient times. Early humans were also social animals, living in their own groups and closely related to their own groups. People live in fixed areas, with fixed populations and cultures. With the development of agriculture, economy and society, communities gradually formed. Different scholars define community from different perspectives. In *Community and Society*, Community was defined as "a Community in which members are bound

together by common values and traditions, common concepts of good and evil, common friends and enemies, and 'our' consciousness exists among members. Liu Shixiang defined community from the perspective of community psychology as "a collection of individuals and groups in a certain region, whose members have certain mutual correlation and common understanding in life, psychology and culture". Some scholars define community as a social group based on region from the perspective of region. He Zhaofa pointed out, "Community is a regional society, and a concretized society that people feel with their senses is community. On this basis, Deng Weizhi proposed that community is a regional living community with common demographic characteristics organized in accordance with a certain social system and social relations in a region. Therefore, communities refer to the interrelated collective formed by multiple social groups gathered in a certain geographical range.

As the population continues to increase, so does the risk of living in groups, and community governance becomes a top priority. Community governance refers to the process in which the government and community organizations supply community public goods, meet community needs and optimize community management through coordination and cooperation. Community governance in China can be divided into two stages. The first stage is from the middle and late 1980s to 2010. In this stage, community governance is a top-down governance activity marked by government actions, taking "community" as a platform to undertake some social affairs previously undertaken by the government, enterprises and public institutions. To deal with complex social problems reflected in the community. The degree of government dominance is high, the community autonomy is weak; The second stage is from 2010 to the present. Community governance is gradually transforming from the traditional "unitary governance" to "multi-governance". At this stage, community governance combines government guidance with social participation, and gives full play to the strength of all aspects of the community under the joint participation of multi-subjects. Chinese community governance model is a transition from government-led administrative community to government-led community autonomy model. In the practice of modernization and transformation of Community governance in China, the construction of community autonomy capacity is confronted with many obstacles, for example, the tendency of administration is serious, the role of government is vague; Residents' awareness of participation is weak, and trust and effective cooperation are lacking among residents. In COVID-19 of the outbreak, it can also be seen that there are shortcomings in community governance, lack of community autonomy and slow response in the context of major public health crises. In the early stage of the outbreak, the initiative of the community was weak, and the materials in the closed community were not in place, the community governance was rough, and the management of the old community was loose. It was difficult to effectively make up for the absence of the government in the "first time". Therefore, community governance is not only a process in which the government provides management and supply to citizens. Although the government undertakes the main responsibility of community governance, social organizations and institutions also need to assist the government in community governance. Effective community governance can not only help people better cope with emergencies and improve the quality of life, but also contribute to community economic development. Although the government will give money to the community, it cannot rely on government money alone. Therefore, the community needs to create more employment opportunities and increase community income through reasonable operation. Secondly, community governance can also promote community culture. In the process of calling on citizens to participate in community governance, people will feel a sense of community and participation, thus making the whole community more united and promoting the unique community culture.

How to effectively develop community governance has become the focus of social concern. Gridding management can improve the efficiency of community governance. Gridding governance is a management policy that divides urban districts into cell grids according to certain standards through a digital platform. Establish an efficient and balanced governance approach by managing and monitoring each grid individually. The specific operation mode of gridding governance is to divide the community into grids, and the leaders elected by the residents in each grid establish a spike group or a WeChat group to receive notices and requirements from the superiors. The grid managers play

an important role in this process because he is responsible for receiving orders from his superiors and notifying residents.

Community governance can not only rely on the government, but also need the participation of other social subjects, so as to form a community governance mode in which multiple subjects participate together. In the theory of multi-subject participation, subjects refer to different institutions, groups, organizations and so on. In China, the main subjects involved in community governance are: (1) Governmental organizations: It is the leader of community governance. (2) Community Party organizations: It is a grassroots organization composed of party members in the community. (3) Neighborhood Committee: Group autonomy is the characteristic of neighborhood committees, which also has certain dependence on the government. (4) Property companies and other commercial management organizations: The property companies are generally entrusted by the owner to carry out all kinds of paid services, mainly in the form of commercial activities. (5) Social organizations: The function of social organizations, such as volunteer teams or other non-governmental organizations, is to coordinate, integrate, safeguard the interests of the people and promote the organized participation of residents in community governance. Multi-subject participation is to ensure that representatives of multi-subject interests can participate in all aspects of important affairs at the grass-roots level and give full play to the functions of discussion, decision-making and supervision by determining some systems. When multiple entities participate in governance, governance efficiency will be improved and become more rapid and comprehensive. Although in many cases, the intervention of multiple subjects may lead to different opinions and even contradictory decision-making, the advantages brought by the collaborative participation of multiple subjects in community governance cannot be ignored.

3. Current situation of community governance during COVID-19

3.1 The stage of preparation

Community workers will brainstorm emergency plans for outbreaks and establish an emergency command system. The plan includes the division of responsibilities among community personnel, such as the establishment of a health team to deal with the treatment of mild cases in the community, the disposal of epidemic drugs, and nucleic acid test. Communities set up logistics support groups, responsible for ensuring people's daily life, disinfection and distribution of materials in the community. A volunteer team was established to publicize policies and knowledge on COVID-19 prevention and control through various channels, and some online activities were carried out to ease residents' emotions. Communities use gridding management methods to improve work efficiency. ×× Community in Beijing, before the outbreak of COVID-19, the community actively explored a new model of community gridding governance to achieve the overall management of the community. After the outbreak of COVID-19 in Beijing, the community quickly formulated the community emergency management plan, divided the community into several regions, integrated grassroots resources, funds and personnel to form a comprehensive prevention and control group. The community has set up a comprehensive control guarantee group, management coordination group, supervision and guidance group, publicity group and environmental protection group. The community set up a grid team, the establishment of an "all-in-one service".

3.2 Stage of COVID-19 prevention and control

At the stage of COVID-19 prevention and control, it is very important to grasp and transmit epidemic information. The community relies on big data and artificial intelligence to improve work efficiency. Artificial intelligence optimizes the community personnel management system. Lack and asymmetry of information are challenges to community governance during the pandemic. During COVID-19 outbreak, community governance faces the challenge of information deficiency and asymmetry. The key to COVID-19 prevention and control is to cut off the source of infection and

determine the trajectory of confirmed cases, through the combination of artificial intelligence technology and facial recognition technology, can accurately identify and record the actual occupancy within a community, to identify accurate persons, scientific record community movement and contact personnel, quick report early screening positive personnel information, provide accurate guidance for epidemic prevention and control. Artificial intelligence is integrated into community governance to assist staff to enhance their judgment ability and improve the scientific nature of governance. Through big data, we can fully obtain the relevant requirements of community governance and connect the open data of public security and transportation departments, so as to scientifically determine whether community personnel are in the key monitoring range and reduce the probability of virus transmission from the source. According to the outbreak situation, communities have adopted different levels of epidemic prevention and control measures. Taking Gansu as an example, 82.42% of the communities set up cards on streets, lanes and community entrances for 24 hours in turn, issued residents' access cards, carried out screening and registration of visitors and temperature monitoring. 80.82% of the communities registered and reported the information of the outsiders by making phone calls and entering into households. 50.34% of the communities required people to provide health certificates. 21.68% of communities sealed off infected areas, restricted access and thoroughly disinfected their homes and units. 17.17% of communities, close contacts of confirmed cases were screened, home quarantine and physical health monitoring were carried out. Communities set up volunteer service teams to collect the needs of community residents and provide humanistic care. Community volunteers collect the needs of community residents and provide them with humanistic care. A community volunteer recorded what he was responsible for: My working hours were from 8:30 a.m. to 5:00 p.m., and I was in charge of 47 apartment buildings. I distributed supplies and passes to residents. Every day, I seal people who are quarantined at home and verify their nucleic acid tests. In addition, I also provide residents with food delivery, material procurement, delivery of medicine and other services.

3.3 Normalizing COVID-19 prevention and control

In this case, communities should make corresponding plans to maintain the normalization of COVID-19 prevention and control, such as the warning work of epidemic prevention and control by community staff. For example, in Furong District of Changsha, "volunteer picketing teams" composed of volunteers and community workers are still busy at the forefront of regular epidemic prevention and control. Every day, they patrol the streets and alleys of their jurisdiction, persuading pedestrians to wear masks and urging all kinds of places to put epidemic prevention measures in place. In each store in the community to urge employees, customers into the store scan code, wear masks.

4. Problems in community governance in the context of COVID-19

The COVID-19 outbreak has exposed loopholes in Community governance in China. First, the community governance system is not perfect, and the gridding management is a mere figment. As gridding management is a relatively new management mode, the staff or residents cannot adapt to this new management mode quickly. For example, some grid operators are not proficient in the operation of equipment and information platform, which leads to the information cannot be timely transmitted to residents. Some elderly people are unable to skillfully use electronic products and cannot get relevant information in time. The community recruits' full-time workers or volunteers to serve as grid managers. From the perspective of the generation of grid managers, grid manager recruited from the society does not know the specific situation of community personnel and is not familiar with the masses, resulting in high communication costs. Trivial work content have high academic and professional knowledge of young people find it difficult to find the appreciation space, so some communities recruit volunteers to serve as grid managers, but the volunteers' liquidity increases the likelihood of information is cut off, volunteers work handover is not perfect, lead to grid

manager lost, residents within the group reflects the problem cannot be solve in time, In the tube (seal) control community increased the panic of the residents, for the storm of public opinion.

The community organized a team of volunteers to devote themselves to COVID-19 prevention and control work in the community. Volunteers became the most beautiful name card. However, the volunteer teams also reflect the loopholes in the formation, training and management of the volunteer team in community governance. As for the composition of volunteers, they are mainly composed of community retirees and lack of young people because they are temporary volunteers. Residents enthusiastically signed up for volunteer work, but lack of first-aid skills, psychological counseling and other professional volunteers. The lack of systematic training for volunteers has left no one available to deal with critical issues, such as first aid for basic patients or psychological counseling.

Community public health service institutions are the most basic health and medical places for residents. Community public health service institutions under the outbreak of COVID-19 are facing great pressure. Due to the inverted triangle configuration of public health service institutions in China, residents seldom choose community public health service institutions for diagnosis and treatment. When COVID-19 broke out, the shortage of medical supplies, professional equipment and drugs in community public health service institutions was highlighted. In addition, the staff of community public health service institutions also need to carry out epidemic investigation, disinfection and investigation of residents' whereabouts in the areas under their management. Community public health service institutions are faced with a serious shortage of staff. Individual staff managed more than 900 households, resulting in a serious imbalance between the number of staff and residents. During the most intense phase of COVID-19, those involved in COVID-19 protection often worked until 2 or 3 am. The shortage of professional medical personnel in the community has also become the weak board of community governance.

5. Optimization of community governance

How to strengthen community security resilience, enhance community management ability, maintain community harmony, and promote communication between the government and the public has become a topic of concern to scholars. This article believes that communities need to use information means to build community information sharing and service platform to improve the efficiency of information transmission. The information service platform can be built by establishing wechat and APP to fully integrate the information resources of all parties in the community, realize the common sharing of data and information, effectively prevent data segmentation and information islands, and make the information realization departments share and communicate across boundaries. In order to avoid the waste of human resources and management costs caused by the same and repeated information. For the elderly in the community, it is difficult to use APP and other related software. Therefore, the community can carry out training for the elderly, send the prepared platform use tutorial videos to the residents and owners groups, or adopt the mode of combining online and offline to solve the problem that some special groups cannot obtain information in time. Secondly, communities need to establish a community governance system with the participation of multiple subjects, and promote the coordination of grass-roots managers, enterprises, social organizations and residents. The government, citizens and social organizations all have their own special advantages and resources in their own fields, so the participation of multiple subjects is needed to maximize the efficiency of community governance and form a progressive participatory governance pattern. The participation of social forces can supplement community emergency resources, improve the efficiency of emergency management, the active participation of social forces can consolidate the mass foundation of community emergency management, and strengthen the social relationship network. Social organizations can participate in community governance by providing professional services, such as medical and health resources, psychological health consultation, care for the elderly and post-illness rehabilitation, to address the special needs of some special groups in the community. The government should also pay attention to the cultivation of public welfare, charity, health and

community service organizations related to people's livelihood, improve their service capacity and physical strength, and stimulate the vitality of social organizations to participate in community governance. Community is a community of residents' life, as well as the basic unit connecting the government and residents' life. Therefore, in the community management, it is necessary to strengthen the integration of emotions, rather than cold administrative management, to establish the identity of all the community residents for the government and community work, to give full play to the strength of residents, so that they can participate in the community work, can encourage residents to set up community mutual aid groups. One-to-one fixed-point help for special groups such as those with mobility difficulties and older people, pay attention to the core and urgent needs of community residents, promote mutual communication among community residents, share experience and opinions, enhance the awareness of mutual help within the community, and enhance the cohesion of community residents. Then, a comprehensive volunteer service and training mechanism should be established to normalize volunteer service. Communities can unite with social institutions to recruit volunteers, and community organizations should obey the unified command of local departments in managing volunteer service activities, carry out medical education and training in accordance with national standards and regulations, and establish a volunteer team with professional qualities and skills. Finally, community gridding management an important way of modern community governance. The transmission speed of information and instructions affects the efficiency of community governance. There are many factors that affect community gridding management, such as the professional quality and working ability of grid managers, which directly affect the overall community gridding management service quality and the speed of solving problems. Grid managers can play a role of link and connect with government departments up and residents down. Therefore, it is crucial to gradually establish a high-quality, efficient and professional grid team. Communities can improve the stability of team construction by formulating relevant incentive strategies and opening up the career promotion space of grid managers. Grid managers are given graded incentives, such as 200yuan / month for assistant level, 350yuan / month for intermediate social worker qualification, and 500 yuan/month for advanced social worker qualification. Community through video conference and other means, regular job training, improve grid managers ability.

6. Conclusion

With the outbreak of COVID-19 as the background and gridding governance as the starting point, this article constructs a multi-subject community governance cooperation mechanism, gives play to the role of interactive coordination mechanism in social governance, and puts grid governance into practice. This article argues that Chinese government can decentralize the power of community governance and give play to the bottom-up power of grassroots communities. In the construction of healthy communities, we should pay attention to the hierarchical prevention and control and guarantee of spatial network, establish a simple and effective management mechanism, and enhance community autonomy. In addition, in the context of the epidemic, China should further build a community epidemic prevention spatial network, consider the link between community management and disaster prevention, and build a suitable community disaster prevention model according to China's national conditions.

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