

Research on the Mechanism of Community Participation in Urban Governance Led by Party Building in New Business Formats

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Abstract: The rapid advancement of the digital economy has led to the emergence of a new workforce exceeding ten million individuals, whose service roles function as the "capillaries" of urban environments, yet they experience significant marginalization in terms of governance participation. This study is grounded in the governance framework and develops a four-dimensional analytical model encompassing "organizational embedding - institutional synergy - technological adaptation - value recognition." This framework aims to systematically analyze the practical challenges and potential optimization strategies for the involvement of new employment groups in urban governance. The findings indicate that these workers are ensnared in a dual predicament, characterized by a fragmented identity as both service providers and governance participants. Current practices reveal notable mechanical deficiencies, including the virtualization of mobilization efforts by industry party organizations, obstacles to inter-departmental data sharing, inadequate adaptation of high-cost participation channels, and the undermining of public spirit by reliance on instrumental trust. Through empirical analysis of innovative practices in cities such as Beijing, Shanghai, Hangzhou, and Shenzhen, the study proposes several pathways for improvement: establishing a demand-responsive service supply mechanism to foster emotional cohesion through staggered party building and enhanced rights protection; creating a cross-domain collaborative digital governance platform to dismantle data silos and expedite response times via a joint meeting system and negative list management; designing a tiered incentive community that merges basic point redemption with advanced rights and the promotion of life values to enhance subject awareness; and advocating for stringent institutional reforms that empower governance, including legal quotas for community representatives and legislative participation concerning labor rights protection. The research underscores that only through a profound integration of organizational strengths, institutional resilience, and technological innovation can new employment workers transition from "atomized service providers" to "community governors," thereby offering a Chinese solution that effectively combines theoretical insights with practical applicability for the modernization of governance in megacities.

Keywords: Party Leadership; New Employment Groups; Urban Governance.

1. Introduction

The rapid evolution of the digital economy is significantly transforming the social fabric of urban areas in China. New employment sectors, exemplified by ride-hailing drivers, food delivery personnel, and online streamers, have emerged as vital components of the urban operational framework, characterized by their extensive numbers exceeding ten million and their highly mobile nature. These workers serve as essential "capillaries" within the urban ecosystem, facilitating connections between supply and demand, thereby invigorating urban life. However, their presence also introduces novel challenges to established governance models.

Current literature indicates a notable structural paradox regarding this group's involvement in urban governance. As the primary providers of the "last mile" of urban services, they inherently fulfill roles related to grassroots information dissemination and public affairs awareness. Nevertheless, within the institutional governance framework, they encounter various challenges, including organizational inadequacies, insufficient rights protection, and a lack of agency. This disjunction between their roles as "service providers" and "governors" underscores the inherent tensions faced by emerging social forces as they seek integration into governance structures amid urbanization. Although national policies, such as the "Guiding Opinions on Safeguarding the

Labor Rights and Interests of New Employment Form Workers," advocate for their engagement in governance, local initiatives like "Red Stations" and "Rider Alliances" have emerged as innovative attempts to navigate participation challenges. Nonetheless, persistent barriers—including the suspension of industry party organizations, delays in inter-departmental collaboration, inadequate adaptation of participation channels, and challenges in fostering value recognition—continue to hinder the effective realization of policy objectives.

This study conducts a systematic review of key literature sourced from the China National Knowledge Infrastructure (CNKI) and Web of Science (WOS), identifying three primary limitations in existing research: a domestic emphasis on party-building "organizational coverage" that overlooks the dynamic analysis of "mechanism transformation"; international discourse that struggles to elucidate the logic of social interaction within the context of the Chinese political party system; and the practical pathways for synergizing technology and institutional empowerment that remain largely theoretical "black boxes." To address these shortcomings, this paper proposes an innovative four-dimensional analytical framework encompassing "organization-institution-technology-identity." Through empirical research, it analyzes the current characteristics and policy practices related to the participation of new employment groups in governance, identifies core

bottlenecks stemming from party-building efforts, and ultimately suggests a mechanism optimization strategy that harmonizes policy rigidity with operational flexibility. The findings of this research offer a theoretical foundation for addressing the challenges of "atomized existence" and enhancing the institutional compatibility of governance participation, while also contributing replicable models of institutional innovation to the practice of urban governance within the context of Chinese modernization.

2. Literature Review

In the context of the profound integration of the digital economy with urban governance, new business format groups have emerged as a significant force in urban governance, prompting the development of their participation mechanisms as a critical area for innovation in grassroots governance, particularly under the auspices of party building. Recent scholarly efforts have systematically examined the theoretical underpinnings, practical pathways, and institutional enhancements associated with the role of party building in facilitating the involvement of these new business format groups in urban governance, yielding a series of noteworthy academic contributions.

2.1. Structural Characteristics of New Business Format Groups and Participation Challenges in Urban Governance

New business format groups are characterized by distinct temporal features regarding employment structures, rights protection, and societal recognition, which together form the practical foundation and present challenges for their engagement in urban governance. From the employment perspective, this demographic is marked by considerable "mobility" and "de-organization." Research conducted in Pudong New District indicates that over 80% of delivery riders work in excess of 10 hours daily, with a high turnover rate leading to tenuous cooperative relationships with platform companies (Lu Yuemian, 2023)[1]. This employment paradigm diminishes the efficacy of traditional organizational frameworks predicated on "units." Evidence from Beijing Shunfeng Express reveals that the proportion of party members among couriers is below 1%, with the prevalence of "pocket party members" being notably high (Lu Yuemian, 2023)[1].

In terms of rights protection, workers in new business formats find themselves in a precarious situation characterized by "high risk" and "low protection." Research by scholars such as Li Zhiqiang indicates that only 43% of workers in these new employment formats have signed labor contracts, while 28% have not entered into any form of agreement, and the coverage of work injury insurance is less than 20% (Li Zhiqiang, 2024)[2]. This vulnerability not only undermines the stability of the group but also constrains their willingness to engage in urban governance. For instance, the high risk of occupational injuries leads ride-hailing drivers to prioritize their immediate livelihood needs over participation in governance (Li Zhiqiang, 2024)[2].

From the standpoint of governance participants' willingness and the institutional environment, new business format groups encounter a dual challenge of "insufficient endogenous motivation" and "unobstructed institutional channels." Research by Guo Ao highlights that due to factors such as intense work demands and life pressures, these groups

typically adopt a "survival-focused, participation-light" mentality, perceiving governance matters as having minimal relevance to their interests (Guo Ao, 2025)[3].

2.2. Practical Innovations and Mechanism Development for Party Building in Facilitating New Business Format Groups' Participation in Urban Governance

Various regions have explored diverse organizational coverage models within party building practices, thereby providing institutional frameworks for new business format groups to engage in urban governance. For instance, the Putuo District of Shanghai has pioneered the "Building Party Committee+Building Committee" governance model, establishing a building party committee at the Near Railway City Square, which integrates party members from platform companies such as Ele.me into the management system. This model creates a vertical transmission chain comprising "street and town party working committee - building party committee - enterprise party organization - party members and the masses" (Chen Haiyan, 2024)[4]. This innovative approach transcends the limitations of traditional territorial management, effectively encompassing mobile party members and establishing an organizational platform for new business format groups to participate in urban governance (Chen Haiyan, 2024)[4].

In terms of organizational form innovation, Jiangsu Province has established 401 mobile party branches for truck drivers and 13 "cloud party branches," thereby incorporating dispersed party members into the organizational framework through a "single affiliation, dual management" model (Li Chunyan, 2025)[5]. This adaptable organizational structure accommodates the mobility inherent in new business format groups. For example, the "Red Gas Station" party-mass service site in Suzhou Industrial Park offers temporary venues for party organizational activities for couriers and delivery workers, effectively addressing the practical challenge of "difficulty in conducting organizational life" (Li Chunyan, 2025)[5].

In the integration of service empowerment and governance participation, various regions have explored practical pathways of "exchanging governance for services," thereby enhancing the willingness of these groups to engage in governance through targeted service provision.

In specific governance participation practices, numerous regions have sought to leverage the professional advantages of new business format groups to enhance governance effectiveness. For instance, Chenghua District in Chengdu encourages live-streaming e-commerce hosts to contribute to the establishment of "Red Live Broadcast Rooms," thereby transforming their traffic influence into policy advocacy (Guo Yi, 2024)[6]; similarly, Shenzhen has implemented a "Warm Bee Points" system, wherein delivery riders accumulate points through community governance participation, which can be exchanged for essential services, thereby creating a virtuous cycle of "governance participation - rights protection" (Guo Yi, 2024)[6]. This strategy of aligning professional characteristics with governance needs significantly bolsters the effectiveness of new business format groups' involvement in urban governance.

2.3. Theoretical Framework and Existing Challenges of Party Building in Facilitating New Business Format Groups' Participation in Urban Governance

The academic discourse has developed multiple theoretical perspectives regarding the theoretical framework of party building in leading new business format groups' participation in urban governance, encompassing concepts such as "organizational embedding," "collaborative governance," and "empowerment and rights enhancement." The "organizational embedding theory" underscores the importance of integrating new business format groups into the grassroots governance framework through the establishment of party organizations. For example, Pudong New District has initiated the formation of party organizations at the "meridian nodes" of new business formats to achieve political leadership via organizational embedding (Lu Yuemian, 2023) [1]. Additionally, some scholars have endeavored to construct interdisciplinary analytical frameworks. For instance, Mao Shenggen and colleagues analyze the governance risks associated with new business formats through a four-dimensional lens of "risk genes - institutions - technology - behavior," advocating for a holistic governance approach (Mao Shenggen, 2024)[7]; Wu Yixuan introduces the "platform gatekeeper" theory, proposing that regulatory responsibilities of platform companies be reinforced through classification and hierarchical management, thereby providing theoretical insights for institutional design under the leadership of party building (Wu Yixuan, 2024) [8]. Despite the significant advancements made in practical exploration and theoretical development, several academic challenges remain to be addressed.

At the practical level, existing mechanisms reveal a "threefold disconnection": first, a disconnect between organizational coverage and governance participation, as some regions focus solely on the quantity of established party organizations while neglecting the substantive enhancement of participation effectiveness (Li Man, 2025)[9]; second, a disconnect between service supply and demand alignment, as certain support measures fail to adequately address the core issues faced by new business format groups, such as inadequate occupational injury protection (Du Qinnan, 2025)[10]; third, a disconnect between administrative promotion and autonomous participation, as governance participation is predominantly reliant on administrative forces, while the awareness and capacity for autonomous participation among the group remain insufficient (Li Man, 2025)[9].

The advancement of this project will prioritize addressing these identified shortcomings: first, by integrating the political attributes and governance functions of party building through the "embedded governance" theory, elucidating the critical role of party organizations in resource coordination, identity reconstruction, and technological adaptation; second, by constructing a multidimensional analytical framework to transcend the limitations of a singular perspective; and finally, by proposing a "dual empowerment" pathway (i.e., party building empowers group participation, and group participation reciprocally enhances governance effectiveness) in conjunction with practical applications, thereby offering replicable solutions for the modernization of urban governance.

3. The Current Characteristics and Policy Practices of New Employment Groups in Urban Governance

The emergence of the digital economy has significantly transformed employment patterns and social structures in China. The rapid advancement of mobile internet platforms has given rise to a substantial and increasingly influential demographic known as new economy workers, who have become integral to urban environments. These individuals traverse city streets and alleys, linking various facets of residents' lives, and serve as dynamic "capillaries" within the urban operational framework. Despite their essential contributions to the economy and urban services, there remain critical issues regarding their institutional avenues for participation in urban governance, their perceived status, and the establishment of social recognition. This study aims to examine the practical landscape of this group's involvement in urban governance, with a focus on understanding the multifaceted contradictions and entrenched barriers they face, while also analyzing the valuable experiences and existing deficiencies in current policies and practical initiatives across different levels.

3.1. Structural Characteristics of New Employment Groups and the Reality of Their Governance Participation

The new employment group primarily comprises ride-hailing drivers, delivery personnel, online live-streaming workers, and online service providers, with its size continuing to grow[11]. Although there are inconsistencies in statistical criteria for unified national data, the Ministry of Human Resources and Social Security has consistently indicated in relevant research reports that this group has reached tens of millions, demonstrating significant expansion. For example, estimates from the China Academy of Labor and Social Security Sciences suggest that the number of food delivery riders alone is in the millions. Beyond sheer numbers, this group is characterized by high mobility and flexibility, which starkly contrasts with the fixed labor relationships typical of traditional employment systems. Their regular cross-regional mobility and adaptable working hours complicate the provision of precise public services and social management in urban areas. As one experienced ride-hailing driver articulated, "We are akin to the floating population in the city; the platform serves as our 'unit,' and the road constitutes our 'job.' However, who is truly responsible for managing and serving us? While policy documents are accessible, the conveniences and guarantees that are meant to be implemented often feel 'a step away.'"

This "atomized state of existence" results in a generally loose organizational structure, characterized by a lack of stable collective belonging and mutual support networks. The influence of algorithmic and data-driven mechanisms is another defining feature of their working conditions. Platforms employ algorithms for task allocation and performance evaluation, with invisible control deeply embedded in the labor process and daily routines, leading workers to exhibit a degree of passivity in their behavioral choices. Furthermore, this group frequently encounters multidimensional occupational risks and protection challenges, including health risks (e.g., traffic accidents, high-intensity labor), inadequate social security coverage, ambiguous recognition of labor relationships, and unstable

income. These tangible challenges collectively establish the structural context for their participation in urban governance. [12]

3.2. Multi-Level Policy Drivers and the Dynamic Process of Practical Exploration

In response to the real challenges and potential contributions of the new employment group's involvement in governance, China has developed a multi-level policy guidance framework. At the macro level, central documents have consistently emphasized the importance of enhancing public participation in social governance. The national "14th Five-Year Plan" articulates the core objective of improving the grassroots governance system, which integrates self-governance, rule of law, and moral governance under the leadership of party organizations. The "Guiding Opinions on Safeguarding the Labor Rights and Interests of New Employment Form Workers," jointly issued by eight ministries in 2023, further clarifies the necessity of "supporting and guiding them to participate rationally and legally in democratic management of enterprises and institutions and grassroots governance consultations," thereby formally recognizing their rights to participate in governance at the national policy level and providing a clear direction for local implementation.

At the local innovation level, various practical models driven by party building are actively pioneering new approaches:

(1) Embedding Services to Build a Foundation for "Value Recognition." In response to the challenges posed by the high mobility of new employment groups and the absence of fixed service spaces, numerous regions are exploring the extension of services to key nodes along work routes. Comprehensive service station networks, exemplified by Shanghai's "Red Gas Stations," Hangzhou's "Love Station," and Shenzhen's "Warm Bee Station," are being established in densely populated urban areas, large communities, and industrial parks. These stations not only provide essential life services such as rest areas, charging stations, drinking water, and emergency medical supplies but also encompass comprehensive functions of "service+cohesion+leadership." Some stations have established party member activity rooms, information bulletin boards, and feedback boxes to gather micro-level concerns and bottlenecks from riders and drivers regarding urban management (e.g., disorganized parking in business districts, congestion during peak hours in residential areas, non-motorized vehicle lane configurations, and road flooding). Local officials have noted, "The station is not merely a resting place; it serves as a 'fortress' for building trust. When riders feel genuinely heard and their needs are authentically addressed, their intrinsic motivation to engage in governance is gradually ignited." Some regions have also attempted to implement a points system linked to feedback incentives, offering small material rewards or spiritual recognition to riders who proactively report hazards or suggest improvements, thereby fostering their sense of "ownership" in governance.

(2) Organizational Cohesion to Broaden Participation Boundaries. To address the issue of loose organization among new employment groups, many regions are leveraging various levels of party committees and governments (particularly the organization, united front, and two new committees) to guide platform enterprises in establishing industry or regional unions and associations for new

employment groups, such as the "Riders Alliance" formed in Chaoyang District, Beijing, and the "Freight Drivers' Home" established in Wuhan[13]. Some cities are even attempting to create functional party organizations (mobile party branches, joint branches) within these groups and include outstanding representatives as union members or negotiation representatives. For instance, in Wenzhou's Lucheng District, the "Rider Party Member Reporting System" mobilizes floating party members among delivery riders to "report" to their resident service streets or community party organizations, encouraging them to act as "information scouts" and model leaders in community micro-governance. In a pilot "Red Building Manager" system in a Wenzhou community, influential residents among the party member rider group are assigned roles to convey policy information, gather community dynamics, and participate in specific community deliberation matters[14].

(3) Scattered Breakthroughs in Governance Empowerment Mechanisms. Some regions have begun to incorporate new employment groups as members of community governance collectives. Certain advanced governance communities have piloted the inclusion of these groups as special category representatives during supplementary elections for community "two committees" (party committee/residents' committee). In cities such as Beijing and Chengdu, special award categories for new employment groups have been established in annual selections for "Most Beautiful Community Workers." In community consultation meetings, there is a gradual effort to invite active and responsible rider or driver representatives to participate as "new residents." Some local people's congresses have started to include the perspectives of new employment group representatives in research discussions on specific topics (involving the rights and interests of new employment forms, road traffic regulations, and community business governance). For example, in Ningbo, Zhejiang Province, when drafting amendments to non-motorized vehicle management regulations, representatives from external delivery platforms and riders were actively organized to participate in hearings, transforming their professional experiences into practical references for policy formulation. Additionally, some platform enterprises have begun to respond to government initiatives by exploring internal participation mechanisms, such as establishing autonomous groups for riders through online platforms and creating internal complaint and suggestion feedback channels, thereby incorporating workers' voices into the development of their operational rules[15].

4. Diagnosis of Blockage Points in Governance Driven by Party Building in Emerging Business Models

In recent years, propelled by strategic top-level design, the exploration of policies and practical initiatives aimed at fostering community engagement in urban governance through Party building in emerging business models has transitioned from a theoretical framework to practical execution. Various regions have undertaken innovative efforts concerning service integration, organizational cohesion, and empowerment pilots, thereby delineating a new governance paradigm reflective of contemporary societal dynamics. However, the journey from the envisioned ideal to practical efficacy is fraught with challenges. A detailed examination of

the operational processes of Party building within the governance of new business models reveals a series of structural impediments. These impediments can be likened to minor embolisms within capillaries; while they do not immediately incapacitate the system, they gradually erode policy momentum and hinder the optimal realization of governance effectiveness. A comprehensive diagnosis of these "blockage points" is essential for the precise unblocking of subsequent mechanisms and the implementation of targeted institutional reforms. This chapter aims to analyze the underlying contradictions currently limiting the effectiveness of Party building leadership across four core dimensions:

4.1. Operation of Industry Party Organizations: The Genuine Challenge of Organizational Power Transformation

The establishment of cohesive Party organizations within new business models is widely acknowledged as a foundational aspect of Party building leadership. Nevertheless, in practice, certain cities have formed industry Party committees for sectors such as express delivery and ride-hailing, or mobile Party branches within platform enterprises, yet they encounter the disconcerting phenomenon of a disconnect between "form" and "substance." This disconnect is most prominently illustrated by the "virtualization of the party member liaison mechanism" and the "insufficient participation in organizational activities." The work schedules of laborers in new business models are often fragmented, and their work environments are frequently in flux. For instance, a party member study meeting scheduled for the afternoon may be postponed due to peak delivery times or concentrated order dispatches. Community Party building workers report that when they notify over twenty delivery riders to attend, typically only three or four are able to participate, either due to last-minute orders or an inability to adjust their shifts. Even attempts to implement flexible online learning groups face challenges, as the energy levels of workers after intense shifts may not permit engagement in reading or interaction. This "time squeeze effect" significantly undermines the rigid constraints and appeal of traditional Party building activity organization models[16].

Moreover, there exists a deeper issue of "dislocation of organizational identity and survival status." Many transient party members among new business model workers maintain their organizational ties in their rural hometowns or rely temporarily on platform enterprise branches for "affiliated management." This "suspended" organizational relationship complicates their ability to integrate deeply with local resources in daily management and service support. The resultant disconnect leads to a lack of substantial connection between party member identity and their daily roles as "mobile service providers" in urban settings, thereby impeding the activation of a sense of organizational belonging. A ride-hailing driver affiliated with a mobile Party branch for three years candidly remarks, "Aside from filling out a form online every quarter, I hardly feel any real connection with the branch. Meetings occur during work hours, so I cannot participate; as for reporting work issues? I have not heard of the branch being able to coordinate any solutions." This phenomenon is not isolated; it reflects the "suspended" nature of certain industry Party organizations' activities, which fail to provide effective service links and capability support addressing the survival challenges faced by new business

model groups (such as income fluctuations, risk protection, and urban integration). The disparity between the initial commitment to organizational integration and the actual sentiments of laborers exacerbates feelings of alienation and instrumental rationality regarding organizational participation. If this profound tension remains unresolved, reliance on superficial organizational coverage will struggle to generate substantial participatory power in governance.

4.2. Rigid Collaborative Barriers: Governance Stagnation Due to Data Silos and Fragmentation

Promoting deep governance for the highly mobile "new employment group" through a singular approach is nearly impractical. This necessitates that industry Party organizations possess robust cross-departmental horizontal leverage and vertical coordination capabilities to dismantle critical information barriers and foster policy collaboration. However, in practice, "data silos" and "fragmentation" present unavoidable "collaboration blind spots." The human resources and social security department possesses social insurance payment information but struggles to connect with the public security department's residency information and travel data; the transportation department manages vehicle information and road safety conditions but encounters difficulties in sharing operational complaint data from market regulation departments; platforms hold extensive real-time operational information but lack established information-sharing obligations and channels dictated by commercial rules. Such isolated information systems and decentralized management resources often leave industry Party committees in a position of being well-intentioned yet ineffective in addressing specific governance challenges[17].

The "time lag" in safety hazard investigations due to inadequate inter-departmental information flow is particularly pronounced. For example, when new business format workers report insufficient nighttime road lighting in a community that could lead to accidents, or serious encroachment on non-motorized vehicle lanes at a delivery concentration point, the industry Party committee's process of verifying the data and coordinating with transportation or urban management departments for intervention often entails a lengthy, non-institutionalized coordination process involving multiple levels of requests and reports. The fundamental issue lies in the absence of institutionalized data-sharing permissions, clearly defined cross-departmental collaboration guidelines, and efficient online circulation mechanisms[18].

4.3. Channel Adaptability Contradictions: The Internal Tension Between Participation Costs and Group Characteristics

Effective mobilization necessitates the critical prerequisite of channel adaptability. New business format groups typically exhibit highly characterized states such as "frequent mobility, scarce time, and reliance on mobile devices." According to relevant industry reports and observations, frontline workers generally work over 10 hours a day, and frequent use of mobile devices is essential for order acquisition and navigation. In this context, the issue of "time costs" associated with their participation in governance activities becomes particularly salient—traditional organizational mobilization methods that depend on offline meetings and centralized

discussions are clearly misaligned with the characteristics of the group.

Simultaneously, although some cities have introduced online methods such as community discussion WeChat groups and government app event reporting platforms (e.g., the "Immediate Response" platform and "Snap and Report" program) to lower barriers, their effectiveness is also constrained by multiple factors. First, the WeChat group primarily serves as a loose information dissemination and temporary discussion tool, resulting in fragmented information and inadequate accumulation capabilities, which hinders the formation of in-depth consultations or a clear topic transformation mechanism with defined processing loops. Second, the existing government app design logic tends to favor one-way event reporting (such as reporting safety hazards or illegal parking), lacking functional designs that encompass the entire governance chain—there is a deficiency of highly lightweight designs tailored to the habits of new business format users (such as voice quick reporting and work map marking reporting), as well as a lack of immediate transparent feedback mechanisms regarding processing progress and periodic proactive response mechanisms to their demands. Insufficient closure of participation pathways and the absence of feedback mechanisms can easily lead to psychological fatigue among workers, fostering a perception that their participation is "like a stone sinking into the sea."

Consequently, liberating governance tools from the constraints of "centralized management thinking" and deeply reconstructing their "lightweight," "immediate," and "closed-loop" nature to maximize compatibility with the high mobility and fragmented state of these workers is a fundamental project for enhancing both willingness and effectiveness of participation.

4.4. The Myth of Value Recognition: Difficulty in Building Trust in Tools and Spiritual Identity

The ultimate objective of Party organizations leading governance is to cultivate a stable value recognition and positive public spirit among new business format groups, thereby integrating them as organic components of the urban governance community. However, value recognition is not an ethereal construct; it must be grounded in the solid foundation of behavioral trust. It is noteworthy that, in the current process of establishing trust relationship networks, an inherent structural contradiction is emerging: some new business format workers exhibit conditional trust in Party organizations or related institutions based on specific interest relationships (for instance, they seek mediation from labor unions during labor disputes; they are more inclined to engage with station managers when service stations provide complimentary meals and beverages), contrasting sharply with their lack of enthusiasm for the "organizational value call" and deep participation in governance activities. In essence, the behavior of "seeking assistance from the organization in times of difficulty" has not been synchronously transformed into a genuine sense of responsibility and enthusiasm for engaging in governance affairs.

5. Optimizing Mechanisms for Party Building to Enhance Governance in Emerging Business Models

A comprehensive analysis of the previously identified challenges reveals that effectively transforming Party building leadership into a fundamental catalyst for the organized, efficient, and meaningful engagement of new business model groups in urban governance is not achievable through mere political appeals or organizational outreach. This endeavor constitutes a complex systems engineering challenge that necessitates a nuanced understanding of group characteristics, systematic reform of institutional frameworks, and innovative enhancement of governance tools. Achieving this requires profound optimization and institutional innovation across service delivery models, collaborative operational frameworks, incentive-driven strategies, and institutional assurances, thereby establishing a stable and effective connection between policy implementation and group needs. This chapter outlines targeted strategies for enhancing the participation of new business model groups in urban governance under the auspices of Party building, with the objective of providing practical guidance for the development of a more adaptable and dynamic governance framework.

5.1. Constructing a Precisely Tailored Service Matrix: Responsively Addressing Demand Fluctuations

(1) The foundation of Party building leadership lies in uniting individuals through services and gaining their recognition via service provision. However, previous initiatives such as "service stations" and "care stations" have demonstrated limitations, including static service offerings, delayed responses, and a disconnect from the actual needs of the groups. The optimization strategy should focus on developing a normalized system for insights, flexible responses, and tiered upgrades in service delivery, effectively extending service access to the primary living and working environments of practitioners in new business models.

(2) To overcome the "passive waiting" approach to service provision, it is essential to establish a comprehensive dynamic demand research mechanism. This should extend beyond sporadic feedback from service stations or occasional surveys, adopting a tripartite strategy that includes "regular online surveys (e.g., quarterly) + periodic in-depth visits by offline grid workers (integrated with major logistics hubs and centralized battery swap locations) + cross-analysis of platform data (anonymized high-frequency demand keywords)" to dynamically construct and update a "demand heat map" and "urgent needs list" for new business model groups in real time. Only through frequent, multidimensional data collection can we accurately identify their primary concerns regarding deep-level rights protection in areas such as income stability, work-related risks (e.g., traffic accident protection, occupational health), urban integration (e.g., temporary childcare, community identity), and skill development.

(3) The service delivery model must undergo a significant transformation, shifting from a basic convenience approach of "you have, I supply" to a core rights protection and empowerment support model of "you need, I respond." This entails promoting dual adaptability in service forms concerning time and space. The scheduling of Party building

activities should abandon the conventional "9 to 5" mindset, embracing flexible methods such as "lunch break staggered meetings" and "nighttime online salons." The service station framework should evolve into a composite network comprising "fixed hub stations + mobile supply vehicles (dynamically positioned along major delivery routes) + cooperative merchants' 'shared service points'." For instance, in certain areas of Shenzhen, the pilot "cloud Party group" effectively utilized the "golden fragment time" of delivery workers by incorporating 15 minutes of policy interpretation and micro-sharing after their morning meetings via video tools.

(4) A critical advancement in service connotation is required, transitioning from "basic protection" to "rights protection." While continuously enhancing basic amenities such as rest areas, drinking facilities, and charging stations, it is vital to direct service resources toward their core rights protection framework. This includes collaborating with legal aid organizations to establish fixed consultation points or rapid online response channels in areas densely populated by new business model workers, providing professional support for issues such as labor disputes and ambiguous work injury recognition; partnering with designated medical institutions to offer exclusive occupational health screening packages (e.g., targeted assessments for musculoskeletal injuries, fatigue evaluations); exploring the establishment of emergency assistance funds to address temporary income disruptions due to unforeseen accidents; and advocating for local governments to reserve quotas or provide priority application channels for affordable rental housing resources to alleviate urban living costs. This enhancement of services, closely aligned with "survival and development security" needs, is crucial for consolidating organizational cohesion and stimulating intrinsic motivation for governance participation.

5.2. Reconstructing a Cross-Domain Collaborative Governance System: Eliminating Data Silos and Response Delays

(1) Service cohesion serves as the starting point, while governance empowerment represents the ultimate goal. Dismantling departmental silos and alleviating information bottlenecks is essential for Party building leadership to facilitate substantial governance participation. The challenges of data sharing and collaborative response delays identified in previous governance practices can be addressed through a systematic reconstruction of the governance framework, delineating rights and responsibilities, and leveraging technological advancements to enhance the rigidity of institutional operations.

(2) At the strategic design level, there is an urgent need to establish a high-standard regular coordination hub. It is advisable to explore the creation of a joint meeting system for new business model governance, led by the municipal Party committee or the municipal deep reform office in key cities. This system should encompass departments such as organization, human resources and social security, transportation, market supervision, trade unions, data management, and internet information, as well as representatives from major platform enterprises, and should be endowed with authoritative responsibilities for cross-departmental coordination. A core mission of this joint meeting would be to formulate binding "negative lists" and

"positive responsibility lists" for departmental data sharing. The negative list would explicitly define data types that cannot be shared, including national security, commercial secrets, and personal privacy, while the positive responsibility list would require relevant departments to automatically aggregate and authorize the use of data within their legal responsibilities in critical areas such as labor information verification, identification of abnormal traffic violations, early warning of mass gatherings, and mapping of group habitation and commuting patterns.

(3) At the operational execution level, it is necessary to construct a streamlined and efficient online handling loop. Based on the municipal data platform, a "Participation Pass" platform specifically designed to empower new business model governance should be developed and integrated into the broader smart city framework. Its primary function should not merely be the addition of app functionalities but rather the deep integration and reengineering of multi-system governance resources centered around event flow. This platform should connect the data pool of the 12345 citizen service hotline, the urban brain perception platform, and the community grid worker inspection reporting system, automatically aggregating, intelligently classifying, and managing the events or hazard reports submitted by new business model groups through user-friendly government service portals. The platform should establish clear event dispatch rules and response time limits, ensuring that hazards involving immediate personal safety receive a response within one hour, and should facilitate automatic transfers across departments to the appropriate responsible units. Additionally, the platform must incorporate a visual progress tracking and automatic feedback mechanism throughout the process, allowing stakeholders to monitor the handling progress and final outcomes in real time. This approach compresses the time consumed in multiple layers of circulation, transforming "vertical hierarchical approval" into "horizontal trigger-based collaboration," thereby achieving a significant enhancement in governance efficiency.

5.3. Designing Tiered Incentives for Integration: Merging Utilitarian Recognition with Value Co-Creation

To transition individuals from being "governed" to becoming "active participants," it is crucial to gain a deep understanding of their behavioral motivation landscape. New business model groups, characterized by high-intensity labor and income-related anxieties, inherently prioritize "realistic benefits." The optimized incentive mechanism should not merely dismiss this utilitarian rationale but should skillfully guide and progressively enhance it through a three-stage approach: establishing a foundation with material incentives, solidifying growth empowerment, and elevating value recognition, thereby gradually fostering their public spirit and subjective awareness.

(1) Basic Level: Develop a universal "Participation Points Bank" model applicable to all practitioners. Any form of governance contribution (e.g., reporting effective hazards, participating in online surveys, proposing rational suggestions, engaging in volunteer services) should be convertible into accumulable governance points according to predefined rules.

The points redemption system should transcend simple physical or cash incentives, integrating diverse resources closely related to their survival and development, such as

collaborating with telecom operators to offer discounted call/data packages, partnering with charging pile companies for discounted fast charging quotas, and incorporating higher-level rights empowerment resource redemption channels, such as exclusive training quotas for vocational skill training centers and small-amount low-interest loans from financial institutions. This approach allows every participation behavior to accumulate visible "capital" that enhances their quality of work and life.

(2) Advanced Level: Promote the deep embedding of Party building values across both temporal and spatial dimensions. Beyond addressing their immediate interests, the value guidance of Party organizations must break free from traditional methods of "centralized indoctrination in meeting rooms" and achieve seamless integration with the life trajectories of the groups. This can be accomplished by creating "walking Party building classrooms" and "scene-based empathetic communication," such as developing short audio packages of "micro Party lessons on delivery routes" that address rights protection policy interpretation and community stories, and encouraging core Party members to establish mobile "shared small podiums" during informal gatherings.

Collaborations with influential practitioners to create "red live broadcast rooms" can also facilitate interactive discussions on career development, rights protection, and responsibilities.

(3) Sublimation Level: At the intersection of points incentives and value guidance, it is essential to consciously select, guide, and empower a group of potential "governance sparks"—individuals who actively participate, possess credibility, and are willing to assist others. Through organized visits, targeted training, and increased community deliberation responsibilities, these individuals can be cultivated into opinion leaders and mutual aid cores within their communities, promoting the diffusion of value recognition from individual perceptions to the group level and ultimately encouraging them to engage with Party organizations, thereby fostering an intrinsic motivation for governance participation and organizational belonging.

5.4. Strengthening the Institutional Foundation for Empowerment: Enhancing Rigid Guarantees for Participation and Value Realization

The sustainability and depth of governance participation under Party building leadership fundamentally depend on institutional confirmation and empowerment. It is essential to provide clear legal positioning and anticipated value returns for participation behaviors through robust institutional design, thereby resolving ambiguities surrounding participation identity and the virtualization of effectiveness, and achieving a comprehensive integration of "identity defined, participation positioned, rights linked."

(1) Emphasize the establishment of a legal governance participation identity for new business model groups at the local institutional level. This includes advocating for the revision of the "Urban and Rural Community Governance Regulations" in key provinces and cities or the issuance of specialized "Guidelines for New Employment Format Groups to Participate in Community Governance," explicitly stating that new business model workers or their elected representatives must be included as fixed members or necessary participants in community deliberation meetings,

public hearings, and industry consultation dialogues, ensuring their structural discourse power.

(2) Establish a mechanism that links governance participation contributions to core labor rights within higher-level labor rights protection legislation. This involves promoting the formulation of the "New Employment Format Laborers' Rights Protection Regulations" or corresponding judicial interpretations at the national level, embedding relevant incentive clauses that recognize active participation in community governance as a priority qualification for supplementary coverage under platform enterprise work injury insurance.

Additionally, verified community governance contributions should be factored into internal order dispatch or algorithm rule design within platforms, allowing for substantial returns in income stability. Local honor recognition systems for outstanding new business model workers should also be explored, thereby solidifying the connection between governance behavior and personal labor rights protection and career development benefits through legislative means. This transformation of governance participation from an "optional" to a "mandatory" choice, and the shift from "soft advocacy" to "hard incentives," will endow participation behaviors with predictable and sustainable value realization mechanisms.

6. Conclusion

The profound integration of urbanization and the digital economy within our nation has given rise to a new cohort of business models, which has emerged as a significant contributor to the urban governance framework. The effectiveness of this group's participation is essential for establishing a robust governance capacity in the context of Chinese-style modernization. This research indicates that this group is currently ensnared in a structural dilemma characterized by "strong service links" coupled with "weak governance participation." The leadership is identified as a pivotal mechanism for addressing this challenge; however, its practical implementation encounters entrenched obstacles, including the virtualization of industry party organization mobilization, delays in cross-domain collaboration, misaligned participation channels, and a breakdown in value recognition. These challenges not only highlight issues related to technical adaptation but also underscore the necessity for systemic adjustments between the governance framework and the evolving nature of labor.

The pathway to overcoming these challenges in party-led governance of new business models necessitates a threefold reconstruction. First, in terms of organizational embedding logic, there is a need to transition from a mechanical coverage approach to one that is responsive to demand, thereby establishing a dynamic mechanism for staggered party-building services and enhanced rights protection. Second, at the institutional operational level, it is imperative to dismantle data silos through city-level joint meetings and the implementation of negative list management, which would facilitate the reconstruction of a cross-departmental response loop for a "one network for all services" approach. Third, in the realm of subject empowerment, a tiered incentive system (points for rights exchange) should be integrated with the cultivation of public spirit (scenario-based party building), ultimately establishing governance discourse power and participation benefits through stringent legislation, such as the "Regulations on the Protection of Rights and Interests of

New Business Model Workers."

The value of this optimization framework not only provides a theoretical response to the question of "how governance communities can absorb fluid forces" but also explores a practical paradigm that harmonizes instrumental rationality with value rationality under the aegis of party leadership.

It is important to acknowledge the practical limitations of this study: constrained by the rapid evolution of new employment forms (such as the transformation of delivery chains through artificial intelligence) and the tiered disparities in regional development (including the resource endowment differences between central and western regions versus eastern regions), the proposed mechanisms require refinement through dynamic adjustments. Future research should further investigate three key propositions: how can the "functional blood production" capability of industry party committees evolve beyond reliance on service provision? How can the legal boundaries of rights and responsibilities for platform enterprises be delineated within a multi-party collaboration framework? In light of the globalization of the gig economy, can the Chinese-style party leadership model yield governance insights?

By persistently advancing the political advantages of party building, the institutional guarantees, and the technological empowerment within the new governance landscape, we can genuinely enable millions of workers engaged in new employment models to transcend "governance detachment" and emerge as an essential constructive force in the urban modernization process.

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