

Research on the Evolution Trend of Community Governance Policy Path

-- A Textual Analysis Based on 131 Urban and Rural Community Policies (2013-2022)

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Abstract: Urban and rural communities are the cornerstone of society, and are related to the vital interests of the residents and the harmony and stability of society. Based on the perspective of policy change, this paper selects 131 policy documents related to urban and rural community governance since the modernization of national governance was proposed in 2013 as research samples, and establishes a three-dimensional analysis framework of "policy time-policy space-policy path" to analyze the evolution trend of the policy path of urban and rural community governance in China. The study found that, from the time dimension analysis, with the evolution of urban and rural community governance policies in China, the overall policy path showed a trend of single focus to diversified development, and gradually formed the policy development characteristics of "macro control-micro adjustment"; from the perspective of space Dimensional analysis shows that the country's central and local policy paths are in step, and there are significant "gradient" differences in different places. In general, the evolution trend of urban and rural community governance policy paths reflects the transformation of its governance philosophy and the continuous optimization of primary-level governance attention allocation, which coordinates and promotes the modernization of China's governance capabilities.

Keywords: Community Governance; Policy Evolution; Policy Path.

1. Introduction

Community governance is an important foundation of national governance, which is related to the harmony and stability of the society and the vital interests of the people. The choice and innovation of community governance paths have important practical significance for improving the effectiveness of community governance and improving people's livelihood and well-being in the transition period of social governance. The academic community has carried out extensive discussions on the path of community governance. Existing research mainly focuses on the connotation, types, and models of community governance, but ignores the diachronic analysis of the formation mechanisms and evolution trend of community governance paths, especially Analysis of community governance paths in different regions and stages. At present, China's social governance is in the transition period, and there are still problems in the path of urban and rural community governance, such as unsound governance mechanisms, inefficient participation of governance subjects, insufficient innovation of governance methods, and poor governance effectiveness, mainly due to the lack of attention to the reasons for the formation of the path. Therefore, from the perspective of policy changes, this paper takes policies related to urban and rural community governance during the period 2013-2022 as research samples, establishes a three-dimensional analysis framework of "policy time-policy space-policy path", and analyzes characteristics of urban and rural community policy paths in China. Analyzing the characteristics of China's community governance policy path by researching the evolution trend, to discover the evolution characteristics of China's urban and rural community governance policy path, and promote the quality and efficiency of community governance in the transition period of social governance.

2. Research Methods and Analytical Framework

(1) Research methods and sample selection

A. Research methods

This paper researches policies related to community governance in China. First, the content analysis method was used to objectively and systematically analyze the policy documents related to urban and rural community governance in China from 2013 to 2022, and then using qualitative and quantitative analysis methods to find out the commonalities and differences between urban and rural community governance in the policy documents, to discuss the evolution trend of community governance path. The steps of the content analysis method include: a. posing research questions; b. extracting literature samples; c. determining the analysis unit; d. formulating a category system; e. content coding and statistics; f. interpretation and testing.

B. Sample selection

In terms of the content of the papers, through the analysis of the websites of the central, and local governments and relevant departments, it was found that before the country emphasized the modernization of governance in 2013, there are few the number of policy documents on urban and rural community governance in China, and later it can be found in documents related to social governance regarding the content of the path of urban and rural community governance; in terms of issuing institutions, the Organization Department and the Civil Affairs Department (bureau) are the departments that mainly promulgate policies related to urban and rural community governance; and in terms of the time of publication, the Third Plenary Session of the 18th Central Committee first proposed the concept of modernization of national governance, there is almost no content policy text

involving urban and rural community governance before. Therefore, this paper considers the relevant documents on urban and rural community governance issued by the State Council from 2017 to 2022 at the national level, the government work reports at the national and provincial levels over the years from 2013 to 2022, and the “Five-Year special plan” of the provincial Civil Affairs Department during this period. A total of 131 policy texts are used as samples for urban and rural community governance policy analysis (Table 1).

Table 1. Documents related to urban and rural community governance (2013-2022)

Time	Documents
2013-2022	Annual Report of the People's Government
2013-2022	“Five-Year Plan” for Civil Affairs Development on behalf of the province (The 12th, 13th, 14th Five-Year Plan)
2017	Opinions of the Central Committee of the Communist Party of China and the State Council on Strengthening and Improving Urban and Rural Community Governance
2018	Strategic Plan for Rural Revitalization (2018-2022)
2021	Opinions on Strengthening the Modernization of primary-level Governance System and Governance Capabilities
2022	About doing a good job in the key points of comprehensively promoting rural revitalization in 2022

(2) Analysis framework construction

The governance path is the relationship between the governance subject and the governance object. The community governance policy path emphasizes the government’s overall coordination of various social subjects and their system resources to achieve the goal of modernizing social governance.

In terms of theoretical discussion, the research on community governance paths has been continuously enriched with time, mainly through the following topics: First, the selection mechanism of community governance paths, is affected by factors such as the community’s legal environment, self-government capacity, and residents’ needs. The second is the optimization mechanism of the community governance path, which updates and optimizes the community governance path from the aspects of refined governance, innovative governance, and digital governance, and discusses the positive impact of community development, service, and cultural construction paths on community governance. The third is to evaluate the effectiveness of the community governance path, which is result-oriented, analyzes the final achievements of the community governance path adopted, and evaluates the results produced after the implementation of the community governance path.

In terms of policy practice, the continuous change of community governance paths has also brought sustainability to the development of social governance. In 1986, the Ministry of Civil Affairs put forward the concept of community for the first time, and launched the requirement of “community service”. In 2000, the Ministry of Civil Affairs

promulgated the “Opinions on Promoting the Construction of Urban Community Governance in the Nation”, enriching the connotation of communities in our country and pointing out the direction of construction. Since the new era, pluralistic governance under the leadership of the party and the government is a practical need in the transition period of primary-level governance in China, and it can maximize the collaborative effectiveness of multiple subjects in the community governance system. In 2019, the Fourth Plenary Session of the 19th CPC Central Committee established for the first time a “social governance community” in which everyone is responsible, responsible, and enjoyed by everyone. new connotation. From the initial construction of community governance to the present, the community has become a function of integrating social primary-level units and an important carrier of the country's primary-level social governance system. The party and the state continue to build a modern community governance system in different ways through policy practice. For example, starting from the content of community services, there are construction paths such as community development, culture, and public services. Development paths such as digital governance and refined governance lead and follow the trend of the times.

Based on theoretical discussion and policy practice, this paper attempts to construct a three-dimensional analysis framework of “policy time-policy space-policy path” (Figure 1), to grasp the evolution logic and trend characteristics of policy paths in documents related to urban and rural community governance, and inspiring for further improving the urban and rural community governance system and capacity modernization.

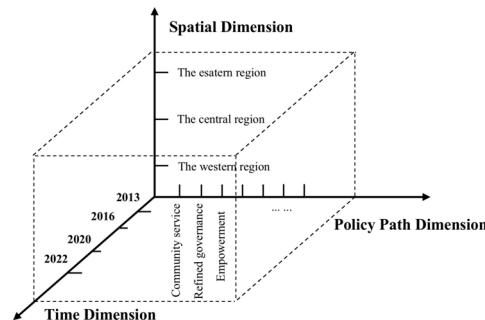


Figure 1. 3D Analysis Framework of Community Governance Policies Paths

A. The spatial Dimensions of Urban and rural community governance policies

According to the policy division of the National Bureau of Statistics, China is divided into three regions: the East, the Middle, and the West. This paper selects nine provinces with similar development and small GDP gaps as representative provinces according to the local economic conditions. Among them, Fujian Province, Guangdong Province, and Hebei Province represent the eastern region; Anhui Province, Heilongjiang Province, and Hubei Province represent the central region; Sichuan Province, Yunnan Province, and Gansu Province represent the western region. The spatial dimension analysis, on the one hand, conducts longitudinal analysis from the central and local levels, and explores the differences in implementation paths and policy orientations between levels; on the other hand, the development trend and emphases of the community development policy paths finally come to the differences in the spatial dimensions of the urban and rural community governance policy paths.

B. The time dimension of urban and rural community governance development

Starting from the concept of modernization of national governance was proposed in 2013, this article studies the "Five-Year Plan" for the development of civil affairs at the central and local levels until 2022 and the government work report. According to the implementation stage of the "Five-Year Plan" in the transformation period of primary-level social governance, the research content is divided into three-time stages, looking for the changing law of China's community governance policy path in different time ranges,

and analyzing its deep value orientation and evolution characteristics.

C. The policy path dimension of urban and rural community governance development

First, sort out the previous documents on theoretical research, policy practice, etc., and combine the text content in the selected documents to screen out the dimensions of the policy path, and then search for keywords to convert the express terms of the policy path in the text to obtain a basic analysis unit, as shown in the table below (Table 2).

Table 2. Policy Path Analysis Framework

Policy Path	Main Methods	Key Words
New-type urbanization	Town planning; Urban planning; Town and country planning	new-type urbanization layout; Promote new-type urbanization
Improve the primary-level governance system	governance system; Diverse participation; Improve the system	Improve the governance structure; Improve the governance system
digital development	Digitization of community governance	Digital platform; Technical Information; Smart Community
Innovative community governance	Innovation Governance Model; Innovative governance methods	Improve social governance methods; Innovation model
Leading of party-building	Organization leadership; Thought leadership	Leading of Party-Building; Organizational leadership
Three governance integration	Rule by law; Primary-level autonomy; Moral cultivation	Autonomy; Rule by law; Rule of virtue
Community development	Social business; Community business	Make up for the shortcomings of social undertakings
Community service	Community service delivery methods; Community service facilities; Community service supply system	Public utilities; Public cultural service; Public service system, etc.
Community Culture	Material Culture; Spiritual Culture	Policy method; Cultural service; Cultural resources
Urban and rural integration	Urban and rural integration; Coordinated regional development	Integration of urban and rural development; Coordinate urban and rural development, etc.
Empowerment	Break down institutional barriers; Decentralization of power	Strengthen the foundation; Move the center of gravity down
Refined governance	Refinement of community governance goals, governance process, and governance methods	Grid management; Precise-Management

3. Research Implementation and Research Results Analysis

(1) Text encoding

This paper selects a total of 131 policy documents on urban and rural community governance from 2013 to 2022 and uses Nvivo.20 software to code the selected policies. First, the coding nodes are determined by sorting out the theoretical discussion and practical methods of the theme of community governance policy paths. After the node are determined, 12 policy implementation paths were obtained, including new-

type urbanization, improvement of the primary-level governance system, and party-building leadership; secondly, encoding the can reflect the policy path into different child nodes according to its content. To ensure the reliability and validity of the coding, this paper adopts the coding method of two researchers, randomly selects policy documents to code at the same time, and uses the "code comparison query" in the software for consistency check. The results showed that the coding consistency percentage was 91%, and the coding coverage Kappa Coefficient was above 0.6. Therefore, the coding results in this paper have high-level validity and

credibility.

(2) Reference points and their ratio statistics

Table 3. The Number and Ratio of Nodes in the Policy Path

Policy Path	Number of Reference Nodes	Ratio
New-type urbanization	184	30.16%
Improve the primary-level governance system	121	19.84%
digital development	77	12.62%
Innovative community governance	51	8.36%
Leading of party-building	35	5.74%
Three governance integration	11	1.80%
Community development	10	1.64%
Community service	31	5.08%
Community culture	19	3.11%
Urban and rural integration	26	4.26%
Empowerment	15	2.46%
Refined governance	30	4.92%

After all the coding work is completed, calculate the ratio of the nodes of each policy path in the total coding. The more nodes and the more reference points there are, the clearer the policy expression and the corresponding policy path selection emphases are stronger.

Judging from the coding of the entire policy path (Table 3), the selection frequency of the community governance policy path of new-type urbanization, improving the primary-level governance system, digital development, and innovative community governance is relatively high, while the frequency of other policy paths is relatively low. This shows that China's urban and rural community governance policies have paid more attention to promoting community governance construction from the macro-guiding path of the party and government policies during this period, and placed the community governance path in the national macro-development strategy for coordinated advancement, and less attention has been paid to the visualization of community governance diversified paths of content.

(3) Result analysis

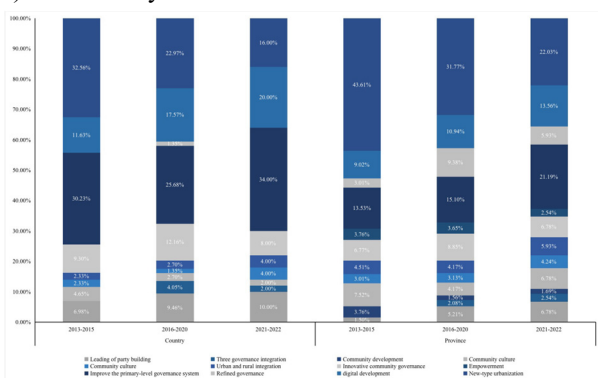


Figure 2. The Evolution Trend of Community Governance Policy Path -Time Dimension

A. Time dimension analysis of urban and rural community governance policy paths

After coding the policies related to urban and rural community governance from 2013 to 2022, we can get the statistical results of the policy path of community governance over time (Figure 2).

First of all, the policy path of urban and rural community governance in China presents obvious temporal preference characteristics. New-type urbanization and improving the primary-level governance system have occupied a dominant position in the policy path in each “five-year plan” stage, which shows that since the party and the state proposed to build high-quality new-type urbanization and modernization of national governance in 2013, All construction work in social governance revolves around these two paths. The report of the 19th National Congress of the Communist Party of China pointed out that primary-level party-building should be strengthened, and then primary-level party-building has become an important policy path for community governance, showing a gradual upward trend. At the same time, the era of big data has brought opportunities and challenges. The country and localities have paid more and more attention to the application of digital governance in community scenarios, which has promoted the continuous optimization of the path of digital governance at the primary-level level.

Secondly, China's urban and rural community governance policy paths are in a multi-coordinated development trend. The frequency of application of policy paths such as innovative community governance, community service, community culture, and urban-rural planning is generally stable, showing a trend of balanced development. These community governance paths have always been important supplements to the policy paths of urban and rural community governance, especially after the Central Committee of the Communist Party of China and the State Council promulgated the “Opinions on Strengthening and Improving Urban and Rural Community Governance” in 2017, it points out community governance should be enriched in terms of content, and primary-level communities should start from building community development, culture, services, etc., and devote themselves to improving the modernization of primary-level governance sustainable development.

B. Spatial dimension analysis of urban and rural community governance policy paths

According to the coding status of 131 policy documents, the policy paths of urban and rural community governance are classified, and the variation of policy paths with space is shown in the following table (Figure 3).

Analyzing the spatial characteristics of China's urban and rural community governance policy paths from the two perspectives of China's vertical level and horizontal region can reflect the connections and differences in policy paths between tiers and regions.

First of all, the evolution trend of policy paths at the national level and the provincial level is the same, but there are differences in concrete content. The Central Economic Conference proposed that the main task of future economic work is to promote urbanization and improve the quality of urbanization in 2012, which has a strong driving effect on the construction of primary-level governance. The application frequency of new-type urbanization, improving the primary-level governance system, party-building leadership, and governance digitalization in urban and rural community governance is generally on the rise at the national and local

levels, and the situation of the construction path of detailed content in community governance remains the same.

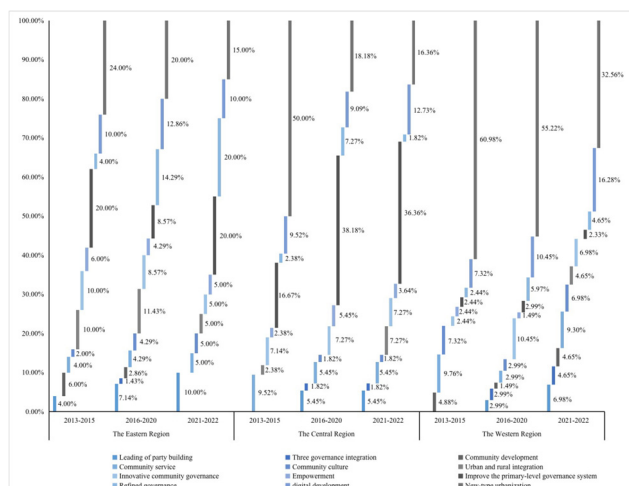


Figure 3. The Evolution Trend of Community Governance Policy Path-Spatial Dimension

Secondly, local specificity highlights the differences in local community governance paths. The current level of urbanization is generally higher in the East and lower in the West because of comprehensive differences in population distribution, geographical conditions, and economic development levels in China, which has become a form of inter-provincial differences in China. The development of urban and rural community governance in the West is more inclined to advance in the footsteps of new-type urbanization. Due to the advanced foundation of community construction in the eastern region, it is trying to promote the improvement of community governance through the path of urban and rural overall planning, governance innovation, governance digitalization, and governance refinement. In addition, the central region places more emphasis on promoting community governance through the optimization of community governance systems and operating mechanisms.

4. Conclusion

(1) Policy paths affect policy attention allocation and community governance concepts

In the policy documents selected in this study, new-type urbanization and a sound social governance system have always occupied the dominant position in the path of community primary-level governance. The national development macro strategy directly determines the development direction of community governance and the allocation of government resources. The proportion of diversified policy paths has gradually increased, and the degree of emphasis at each stage has become more obvious in the long-term practice of community governance construction. The orientation of policy paths will affect policy attention and the direction of optimal allocation of system resources.

The thinking of community governance is also constantly updated in the process of changing the policy path. For example, from the perspective of the macro development path of community governance, new-type urbanization and improving the primary-level governance system have always been the development direction and path that the party and the state attach importance to. Later, the policy path of improving quality and efficiency and the concrete governance content was gradually paid attention to when faced with changes in

social conditions and a surge in residents' needs; from the perspective of community governance models, community governance has changed from a single system and mechanism construction to a continuous improvement. As the needs of the people continue to change, they turn to governance models such as digitization and refinement. Therefore, the application of China's urban and rural community governance policy paths can reflect the response of economic and social development to changes in people's needs.

(2) The overall policy path has shifted from a single focus to a diversified trend

The policy path of urban and rural community governance has gradually shifted from focusing on new-type urbanization and improving the primary-level governance system to a diversified policy path. To adapt to the complex and changing social environment and meet the growing needs of residents, it is necessary to change the entry point, content, method, and effect of the policy path to avoid the rigidity of the policy, to improve policy effectiveness and implementation efficiency when the community governance policy path is facing challenges. However, the uncertainty and instability of the diversified path may lead to an increase in the cost of policy formulation and implementation, thereby reducing the sustainability of the policy when innovating the policy path of community governance.

In the process of policy planning, the adaptability and flexibility of the policy implementation path should be maintained, and the implementation path with macro control significance should be introduced at the national level to gradually promote the diversified and innovative development of the policy. Then provincial governments formulate coordinated plans based on the local particularities of different regions to optimize policy paths, and multi-coordinated allocation of policy content to improve policy effects.

(3) Community policy paths show "gradient" differences with space and time

From the perspective of policy functions, to guide the modernization of national social governance, the national level pays more attention to proposing new-type urbanization and urban-rural integration development strategies based on the national development situation and proposes policy implementation paths from the institutional framework of urban-rural community governance. The provincial level attaches great importance to residents' sense of gain and focuses on building community governance through urban and rural overall planning, community service, and community culture. Since the construction of the primary-level governance system is generally less concerned than the national level, the provincial government mentioned the path of decentralization and empowerment of social governance during the transformation of community governance, which is the policy support for the main bodies of community governance, they stimulate the internal motivation of community governance and ensure that community governance is effective and sustainable.

Under the influence of geography, population, policies, and other conditions, there are significant gradient differences in the selection of policies related to urban and rural community governance in the eastern, central, and western regions. In the eastern and central regions with relatively high economic and social conditions and urbanization rates, primary-level construction also pays more attention to "software content" such as governance systems, governance mechanisms, and

governance methods, while the western region is currently amid urbanization and the establishment of a sound governance system.

(4) The policy path generally follows the evolutionary characteristics of “macro control-micro adjustment”

The differences in policy paths reflected in policy documents at different stages are the result of active adjustments by the party and the government based on social and economic development. Judging from the analysis results of policy documents related to urban and rural community governance, the policy path presents the characteristics of a practical path that is gradually concretized based on macro control. For example, when the “13th Five-Year Plan” began to mention the integration of three governance integration and the refined governance path, the urban and rural community governance path showed an obvious trend of diversification and innovation.

At the level of macro control, the party and the state promulgated a guiding policy document on urban and rural community governance in 2017. Since the country attached great importance to the modernization of social governance in 2013, China's community governance has begun to pursue new-type urbanization and improve the primary-level governance system, they provide a positive impact on the development of urban and rural community governance; from the perspective of micro-adjustment, the content of community governance is constantly enriched with the advancement of governance modernization, and the policy implementation path provides more specific content such as party-building guidance, digital development, community service, and community culture. They provide clearer guidelines for community development.

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