

# The Experience Reference and Revelation of the Foreign Urban Community Management System

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## Abstract

Along with the deepening development of the market economy and Chinese political system reform, Chinese urban management predicament is growing. How to construct the urban community management system to accommodate with Chinese characteristic has become a pressing issue in research. In this paper, the urban community management system in abroad is introduced, the mainly three model namely the government's leading type, mixed type and autonomy type, so as to provide experience reference and enlightenment for Chinese urban community management system reform.

**Key words:** Abroad; Urban community; The management system; Revelation

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## INTRODUCTION

Since the 21st century, along with the reform of the estate market and the continuous development of market economy, urban community as a place of people congregate living, gradually replace the working unit system as the basic unit of social management. Our country is in the period of social transition in current, the community management system, as the self-governing mass organization, oppressed by the administrative

attribute and the community governance inefficiency. To change this dilemma, we must to reform the current community management system, to realize the phased transition problem of community management in our country and draw lessons from foreign experiences, so as to explore the community governance mode according to China's management system.

## 1. THE OVERVIEW OF COMMUNITY MANAGEMENT SYSTEM

The concept of "community" is put forward for the first time by German sociologist Ferdinand F. Tonnies in the book of *Community and Society* in 1887. Subsequently, American sociologist C. P. Loomis pointed out that community contains commune, group, society, public, community, commonality and other means. China introduced the word "community" in the 1930s. The state council determined the ministry of civil affairs to set up the department of grass-roots regime and community construction in 1998 on the basis of the original department of grass-roots political power construction, thus the community construction in a nationwide upsurge(Wang, 2010). *The opinion of ministry of civil affairs on the national promotion of the urban community construction pointed out* "community refers to the social life community congregated by the people in certain region within the scope."

Community management refers to activities that the community area as the carrier, the government, community organizations and community residents as the main body use their limited resources to co-management the community public affairs, so as to seek harmony and sustainable development of the community. On February 19, 2011, general secretary Hu Jintao at the social management and innovation project seminar of provincial and ministerial main leading cadres stressed in his speech

that we must “further strengthening and improving the social management and service system in substratum, putting more manpower, financial and material resources to the basic level, taking efforts to strengthen grass-roots organization, strengthen grass-roots power and integrate grass-roots resources, strengthening the basic work, so as to promote the urban and rural community autonomy and service function, and to improve new type of the system of community management and service.” In our country, to establish the management system at the grass-roots level suitable for China’s political system reform is to gradually establish the urban community management system with Chinese socialist characteristics, namely, under the leadership of the party, and the multiple participation by the guidance and support of government, we must clear the responsibilities of the government organization and autonomous organizations, so as to construct the management system to effective governance the community public affairs on the basis of laws and regulations.

## 2. THE EXPERIENCE REFERENCE AND REVELATION OF THE FOREIGN MANAGEMENT SYSTEM

According to their specific cultural environment and political system, countries in the world have established the urban community management system model adapted to the domestic development of social harmony and grass-roots stability.

### 2.1 The Three Management System Modes

Urban community management pattern in countries around the world, in the aggregate, can be roughly classified into three types: government leading model, mixed model and autonomy model.

#### 2.1.1 The Government Leading System Model

The government leading model mainly represented by Germany, Singapore and other countries. Their common features are that the administrative nature of the community management is stronger, even to set up dedicated community governance management ministry in the government departments, and the intervention for operation and development of community is compared directly. Such as Germany as a constitutional monarchy, has set up three level government agencies of central, provincial and urban. Its local urban governments have amount administrative autonomy that control and influence the community directly. The Germany government in general divides a urban into several communities to manage, and establish a government organization within the community to execute administrative affairs. At the same time, the government would also foster intermediate, social organizations and all kinds of profit or nonprofit organizations, and gives the policy encouragement to

make full use of them to complete affairs that outside of government function areas.

#### 2.1.2 The Mixed Management System Model

The mixed management pattern mainly is represented by Japan, Israel, New Zealand and other countries; this management model is an intermediate type between the government-led model and the autonomy model. The common characteristic is that governments, social organizations and residents co-share responsibilities to manage community affairs. The community management from government is half decentralization; its responsibilities are mainly about planning, guidance and allocating finance. Such as Japanese carried out that “it is a mixture of mechanical combination and organic combination to construct the social structure on the level of government stratification plane and folk stratification plane” (Li, 2013). Mechanical combination refers to the independent of community autonomy organization, the government and the party organizations, and they practice the self-management; Organic combination refers that the government provides services, community autonomy organizations and residents have autonomous power, and they are all effort for the common goal of community management.

#### 2.1.3 The Autonomy Management System Model

The autonomous management pattern is mainly represented by United States, Canada and other developed countries. Its main bodies are non-governmental organizations and profit-making organizations, they playing a major role in the process of community management. The urban communities generally have no government resident agencies, and rule itself under the guidance of the grass-roots level government. Members of the community organization agencies are constituted by the way of direct elections. This kind of community management system is a high-degree autonomy. In order to achieve harmonious autonomy, the system must be fulfilled with the indispensable conditions of the developed market economy and the clearly divided social function. In the United States, “the Supreme Court ruled in accordance with the constitution amendment: as long as it doesn’t affect the regional or the whole national development, each community has the right to develop their own characteristics” (Liu, 2006). Compared with the government leading management pattern, the role of government is mainly on the macro guidance within the scope of the statutory functions and its authority is limited. However the community organizations enjoy unlimitedness function within the scope of legal, and it can plan the unique development path according to these community specific conditions without the control of the government administrative level. It is an cooperative autonomous system between social professional groups (teams) and residents on handling of public affairs. On the concept of “participatory autonomy community” to break

the regional restrictions, namely the residents activities always beyond the regional scope of an community. The concept of “street” was formed in the interaction of “regional openness” community which is different from the block system with the administrative levels in our country. These “street” constituted a broader community life of U.S. residents. It often in the street set up a board of directors to hold a hearing on discussion and consultation of important decisions, so as to strive for the whole development of the urban based on the united community.

Community management model in western countries are developed gradually in their specific cultural traditions and systems. Since ancient times, western society is advocating personality freedom and democracy, especially after entering post-industrial era, the growing of market economy, the large-scale development of cities, these all resulted social demand becoming more and more widely. However, the limitations of the government functions cannot meet the needs of social pluralism, which requires the functions of the government from the social management to the social service. Community autonomy organizations is gradually becoming a full-fledged self-management ability. Therefore, setting up the community management system of autonomy is the inevitable trend in the western developed countries.

## **2.2 The Reference and Revelation**

Community construction in our country is in a stage of transition point, namely the street occupies the system to transform to the community system under the interaction between the government guidance and social action. But the establishment of urban community management system in our country is a complex and systematic engineering. As our exploration of realistic development situation in our country, it is also important to draw lessons from foreign experiences in the development of community management.

### **2.2.1 The Establishment of Urban Community Management System Is a Periodic Transition and Gradual Process**

The perfecting of any management systems of a country are not one pace to reach the designated position. The establishment of the community management system is also a long-term exploration process even if in the developed countries such as European and American. Its historical evolution is from the original governments’ role of “night watchman” to the omnipotent government, then to the limited government. Correspondingly, the community development has experienced three stages, namely the community governance rely on social organizations in the period night watchman government, leading to lack of fair and causing imbalance of the development; After the second world war, the welfare states are more emphasis on government intervention, however, the lack of vitality made the management inefficiency; Until 80-90s of the 20th century, European and American countries launched

a new round of reform and zealotry, including the new public management theory, reinventing government, new public service theory, etc.. That drew a new wave of community management system reform, meaning the government role transformation, the introduction of the third party organizations to common governance, and they were gradually perfected.

Chinese community management system also experienced the stages of change, roughly divided into three stages: the first stage is from the founding of new China to the late 1970 s, and executed the “administrative integration” management pattern under the traditional socialist mode. the government directly intervene the affairs management of community, based on the versatile government concept to carry out unit system for centralized control in grass-roots. That lead to severe asphyxia of social production and living energy, and usher in the second stage, that was, the separating management system in the period of 1980s to the end of the 20th century, established the system of socialist market economy. the functions of the government began to shift, namely the decentralization of authorities, and the apartment of politics and social. The government cultivated the nongovernmental organizations and gradually formed a set of civil organization management system suitable for China’s national conditions. However, as a result of too much emphasized on the role of state enterprises and non-governmental organizations and neglected the social service functions of government shouldered, caused the social public service supply shortage and the lack of fairness (He, 2009). Since the 21st century, the diversity management system of the “politics and social co-building” has been vividly portrayed, the party’s fourth plenary of sixteen session put forward the goal of socialism harmonious society in 2004, and clearly put forward “the structure of social management that should establish and improve the party committee leadership, government responsibility, nongovernmental support and public participation”. It pointed out the direction for the new community management system.

### **2.2.2 The Urban Community Management System and the National Political System Is the Dialectical Unification Relations**

The evolution and development of urban management system of the whole world is generally based on political system reform. The degree of social groups and citizens to participate in community management is closely related to the government management system. Construction of community management system of Chinese characteristics suited to China’s national conditions, is the diversified management mode under the leadership of the party, and the widely participation with government coordinated of social organizations and residents. This need to establish a urban community autonomous organization system, which is adapted to our country’s political system reform,

and also a process of establishing the democracy and the market economy system. Under this system, the leadership of the party's basic-level organization function mainly embodies in the cohesive force and the influence of community development; The governments undertake the public service functions and delegate the specific administrative affairs to the urban community; While the urban community in the planning of development at the same time should be decentralized the part of authorities to social organizations, mass organizations and residents that assumed to have corresponding responsibility, so as to achieve harmonious community work.

### **2.2.3 Our Country Need to Further Strengthen the Construction of Urban Community Management Innovation**

In 1999 the ministry of civil affairs formulate *"The Implementation Opinion about Building the Experimental Area of National Community Construction"*, and identified eleven place in these ten cities of Beijing, Shanghai, Shenyang, Hangzhou, Qingdao, Nanjing and other cities as "the experimental area of community construction". Many community formed the local characteristics of community organization management system, such as Shanghai mode of "street and community integrated system", Shenyang mode of "community autonomy system", Jiangnan mode of "cooperative work system", and in 2010 the newly reform mode of "district directly manage community" in Tongguanshan, etc.. With the continuous development of society, the community management system is also in constant innovation. Due to the formation of contention of a hundred schools of thought during the period of transformation, we cannot copy foreign models, and also can not enjoy "takes doctrine" within the scope of local China. Therefore, which management system more in line with China's actual is a process of continuous exploration and innovation with all kinds of unique path around the reform. Success in reform around in these places, at the same time, we should also be aware of the problems of current community management system reform. One of the questions worthy deeply thinking is that there are large amount of academic theory researches and the case investigations of reform practice, and forming a lot of papers or reports, but the real usage of practical level, such as to be used in laws and regulations issued by party and government organs, or the policy documents about innovation reform agreed by decision-making departments, is quite small. The party's "The eighteenth national congress" report clearly "strengthening social management and innovation, promoting the construction of a harmonious socialist society", it is an important significance to take the innovation and reform of urban community management to the policy agenda.

### **2.2.4 The Community Autonomy Needs to Strengthen Democratic Participation Consciousness of the Urban Management**

Community autonomy is the effective management way and the ultimate goal of urban construction at the present stage in China. The conditions to realize the urban community autonomy is in the leadership of the party and the guidance of government effectively, social organizations and urban residents can use their own limited resources to get the right of participation and decision making for the community public affairs management activities through the legal way. It is one of the form of democracy at the grassroots level for urban dwellers to realize self-management. Residents of the participation of community management on the one hand is due to its own interests appeal; On the other hand is to have the corresponding ability of autonomy and autonomy spirit, namely "self-efficacy of community politics". Resident's self-efficacy of community politics includes two aspects: firstly, people think they have the ability to participate in the community management, and enough to influent the community public affairs; secondly, residents have the subjective perception that the community residents' committees and leaders can response to the interests of the community residents demands (Li, 2013). The higher political self-efficacy of community residents is, the higher degree of the urban community autonomy. So to strengthen the citizens' participation in the first place is to strengthen advocacy of public affairs and related policies, so that the residents can fully understand the community management; Then to increase the education of residents so that to strengthen their ability participated in community governance activities, the effective way is centralized training of residents according to the situation; The community residents' committees should fully listen to the public opinions and suggestions, and adhere to the people-oriented management concept. For example, the development of democratic election and hearing can make residents involved in the decision.

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## **CONCLUSION**

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Compared with other countries of the world, China has its unique political system and cultural development trajectory, so as we reference the experience of other countries, it is most important to combine with China's national conditions, and to draw on existing forms of theory and practice to explore urban community management mode with Chinese characteristics under the socialist market economy system, namely, in order to work in harmony we must insist under the leadership of the party organizations at the grass-roots level, giving

play to the role of the government's guidance, drawing a clear distinction between power and responsibility on the premise of legal norms, and co-operation of social organizations and residents.

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