Discussion on the Governance Structure of "Transitional Communities" and Its Countermeasures Under Meta-Governance

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Abstract: With the continuous advancement of urban-rural integration, the scale of urban construction continues to expand, and a "transitional community" between the city and the countryside appears in response. The simple transformation of countryside from a traditional village form to a modern community is also accompanied by some contradictions and difficulties in structural transformation. In the discussion of "transitional community" governance, this paper analyzes the structure of transitional community under the premise of "meta-governance" theory, and proposes corresponding countermeasures to the problems of "transitional community" under the background of modern society.

THE FORMATION OF TRANSITIONAL COMMUNITIES

In the report of "National New-type Urbanization Plan (2014-2020)" released in 2014, China emphasizes the community resettlement of rural population as a key issue to overcome. Amid the transformation of a large number of rural populations to urban populations, a large number of new concepts are created, such as "communities in the fringe area between cities and suburbs", "communities in the form of neighborhood committees" and "communities for resettlement". Another synonym for these ideas is "transitional community".[1] Transitional communities are the "urban villages" formed by the expansion of the city and the integration of the countryside into the inner edge of the city. Thanks to the country's vigorous acceleration of urbanization construction, we have achieved urbanization of land and population. However, due to the distance between rural urbanization areas and the hinterland of cities and towns, coupled with differentiated governance system, there is a transitional zone in conversion from rural to urban areas.

Since the reform and opening up, tremendous changes have taken place in our economic, cultural, and social fields. The employment of the working people in China has shifted from relying on agriculture for a living to a situation where "industry and agriculture go in parallel". Under the trend of economic globalization, the scale of urbanization continues to expand, and the economic benefits of

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cities have increased. Various industrial clusters have entered the urban field, making urban development proceed in full swing. In terms of urban development considerations such as the construction of road traffic between cities, the location of various industrial clusters, and the expansion of urban populations, the floor area ratio of the city must be proportional to the development of the city, and these factors of urban development will become the driving force for expansion to the periphery, so some rural areas naturally become the fringe of cities. After some rural areas have become part of cities, their living is one step closer to the cities, but there are still differences from those inside the cities in terms of life styles, concepts, equality of education, and life skills, which in turn promotes the formation of unique group of urbanized rural residents -transitional communities.

In the early days of the founding of New China, China's total population was 541.67 million, of which the urban population accounted for 10.64% and the rural population accounted for 89.36%. As of 2019, China's total population was 1.4 billion, and the urbanization rate was 60.1%. It is estimated that by 2030, the urbanization rate is 70%. From this point of view, the traditional form of "village community" is developing in the direction of urbanization. On the one hand, judging from the motivation of large numbers of rural people entering urban life, cities have more job opportunities and forms of work. At the same time, the improvement of agricultural technology makes agricultural labor surplus, and the income from working in cities may be higher than income from farming at home. Secondly, the quality of life and convenience in cities far exceed those in rural areas. In addition, one can broaden horizons in the city, receive better humanistic education, and be exposed to diverse social situations. These benefits of urban life have attracted a large number of rural people to fight in the city, thus producing "urban migrants". On the other hand, many rural people are willing to give up everything in the countryside and go to live in the cities in order

to allow their children to enter the city and receive better education. For the migrant workers who have no place to live in the central area of the city and those who are striving to get their children into the city to receive better education, living on the fringe of the city is more suitable for them as new members to the city, so this group of people also become members of the "transitional community".

NEW GOVERNANCE PARADIGM-META GOVERNANCE

Meta-Governance Concept

Meta-governance is "governance of governance", which is produced by the diversification and complexity of social forms under the development of globalization. It was first proposed by the British political theorist Jessop. In the current society, social governance has transformed from a dependency and unitary governance model to co-governance of the government, the market and the society. Compared with ordinary governance, meta-governance emphasizes the government as the main body of coordination and emphasizes the importance and status of the government in governance.

Just under the current social governance, the three-party system is equivalent to a "negotiation." During the negotiation, the positions and status of the parties are different. Considering issues from respective interests will cause some differences, which will make the negotiations fail to reach respective satisfactory results and end, thus failing to achieve the expected governance goals and objectives. In this regard, meta-governance puts more emphasis on co-ordination and co-governance, taking the government as the main body to coordinate all parties and make flexible arrangements for corresponding work. In the process of meta-governance, the government should first be the makers of social governance rules, and at the same time serve as the "balancer" of the game of social interests, preventing the conflict of interests of various subjects and all classes of society from harming cooperation.

The Fit Between Transitional Communities and Meta-Governance

Let's understand meta-governance from the

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perspective of transitional community governance. First of all, the phenomenon of urban expansion and rural integration into the urban fringe has strong government dominance. Secondly, government-led governance is not a cliff-edge decision-making, because the rural populations who are new to urban life have not developed the awareness and ability to adapt to urban community governance, and it takes time to cultivate such ability.[2] This is like a group of children who form a new class body and integrate into the school. An authoritative role -the head teacher is needed to set the rules for the class. It takes time to change the behavior from children to students. The governance of transitional communities also requires the government as an authoritative role to formulate rules and coordinate policies, and marginal rural communities that have just entered the city also need slowly adapt to this process.

THE GOVERNANCE STRUCTURE OF "TRANSITIONAL COMMUNITIES" BASED ON META-GOVERNANCE

The current transitional community governance structure based on meta-governance mainly integrates the co-ordination and co-governance model of "government, market, and community" into the transitional community. With the government's compulsory coordination as the core leading force, the government coordinates the power and interest relationships among multiple participants in various ways to achieve a situation of co-ordination and co-governance.

Government-Led Bureaucratic Governance Model

Transitional communities are essentially byproducts of China's urbanization and urban development. The government compulsorily coordinates the allocation of social resources, enabling the city to achieve urban expansion while balancing the interests of all parties. First, the formation of transitional communities involves a series of sensitive and complex interest issues such as demolition, compensation, and resettlement. The government exercising mandatory coordination is still the main body to solve these issues. Secondly, regardless of in today's society or in the early stages of reform and opening up, the people of our country rely on the coordination of the government. This phenomenon is especially obvious in the formation of transitional communities. If the government's mandatory coordination is only a cliff or temporary exit during the formation of transitional communities, it may increase transitional risks.[3] Finally, seen from the perspective of village demolition and resettlement, the traditional production and lifestyle of villagers have changed. Their livelihood skills may not be able to adapt to the urban industrialized life, which may cause problems in the basic living security of the villagers. Under the circumstances, if the government lacks mandatory coordination, it may lead to disorder in social governance.

In the internal departments of the local government, the administrative neighborhood committee organization is a government-led auxiliary force.[4] The mandatory coordination of transitional communities mainly manifests the participation of the administrative neighborhood committee organization. On the one hand, this organization has an authoritative and comprehensive system. It can penetrate all aspects of residents' lives in many ways. Therefore, the addition of administrative neighborhood committee organizations allows residents in transitional communities to consciously and voluntarily accept coordination. On the other hand, neighborhood committee organizations are derived from residents and can more truly reflect transitional communities. When problems arise, they should respond to the organization in a timely manner, so that the government can better coordinate and solve problems in transitional communities.

Transitional Communities Under Market Contracts

The development of our market economy is relatively mature, and the market also plays an important role in community governance. Under market rules, since the community has signed a contract with the property company, community members will also abide by some of these rules. For example, for the access control of each building in

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the community, if the owner does not return home within the latest time, the property department will close the door of the building, and the owner needs to swipe his card or contact the property department to enter the building. Of course, the market-oriented governance of transitional communities also has some problems. It is extremely obvious that community residents under the market model safeguard their own personal interests. In order to continue their lifestyles, some residents plant in public places such as community gardens and rooftops byway of survival, selling fruits and vegetables between communities or in the vegetable market in the center of the city.

Network Governance Model Under Self-Organization

The self-organized transitional community is between the two tangible and intangible hands of government mandatory coordination and market coordination. Such self-organized transitional community can enhance the sense of participation of community residents, allowing them to find new value in unfamiliar and confused city after losing their livelihood skills. Of course, on the one hand, such governance structure faces conflicts in rights, benefit distribution, and ideological concepts. On the other hand, the current self-organized community governance is mostly recreational. The lack of work experience in political self-organization has led to inefficient governance, consuming social resources and human costs, and also creating some unhappiness among community residents.

THE GOVERNANCE DILEMMA OF TRANSITIONAL COMMUNITIES UNDER META-GOVERNANCE

Although in the meta-governance model of community governance, diversified participants assume the corresponding responsibilities in community governance, in the process of practice, the governance among the three still lacks an effective coordination mechanism, which is mainly manifested in the following

aspects:

Respective Rights and Responsibilities are Unclear

In the transitional community governance, there is no explicit stipulation on the power and responsibility of multiple subjects, which leads to the interlocking of powers and responsibilities among the three subjects. In local government's action to implement governance of transitional communities, due to the lack of reasonable planning and design for the governance of special communities such as transitional communities, there is excessive government intervention, while neighborhood committees work less in contacting the masses and serving the masses, and then cannot effectively solve the problems of the community people through governance.

Differentiation of Interests

Each subject implements community governance from its own standpoint, and each has its own goals. For example, government organizations pay more attention to management performance, while property and security organizations in the market environment pay more attention to whether company employees and residents of transitional communities can jointly abide by contract specifications so as to profit from it. Community self-organized organizations pay more attention to matters related to respective interests. In order to acquire respective interests in the entire community governance process, each subject follows a different behavioral logic in the specific governance process. Due to the scarcity of resources, there is obvious competition among various subjects, and governance in the process of pursuing interests may deviate from the overall goal of community governance.

Resource Integration and Decentralization

Each organization has different powers and resources in the governance process. Each subject seeks his own interests, resources cannot be shared, and information asymmetry appears in community governance.[5] Residents living in transitional communities are mixed, including rural residents who have just switched to urban status, migrant

workers, and rural residents around the city who aim to find education for their children.

The Positioning of Residents in Transitional Communities is Fuzzy

Many of these people in transitional communities are passively urbanized, which brings a sense of deprivation to community members. In addition, because the residents of transitional communities are in a semi-urbanized state and lack social recognition, the residents of transitional communities cannot integrate into community life well, who are unwilling to cooperate with community governance in the process of community governance.

Residents in Transitional Communities Have Insufficient Motivation to Participate

The land of residents in transitional areas has been requisitioned and converted from agriculture to non-agricultural status. However, due to the lack of culture, education, skills, and capital, they are often rejected by urban modern industrial forms. The government considers the development of the society as a whole, and does not pay sufficient attention to the livelihood issues of such communities while emphasizing advancement of land and population urbanization. In Maslow's hierarchy of needs theory, only when low-level needs can be met, people will pursue higher-level needs. For this group of people in the transitional community, the basic economic problems have not yet been resolved, so they are even more unwilling to commit to community governance.

THE GOVERNANCE OF "TRANSITIONAL COMMUNITIES" UNDER META-GOVERNANCE

The governance of transitional communities requires the participation of the government, the market, and society. The government is still the dominant force in the process of community governance, while the market and social governance assist the government in governing the transitional communities. In the process of

transformation of "transitional communities", only by being guided by the government, driven by the market, and stimulating the participation of community residents can we strengthen community governance inside and outside the community.

Adhere to the Government's Role as the Main Body of Transitional Communities Under Meta-Governance

Based on our country's basic national conditions, administrative organizations and governments are the mainstays of transitional communities under meta-governance. Local governments must first strengthen self-construction, give play to their leadership role, and divide the rights and responsibilities of each subject under diversified coordination. All subjects coordinate together on the basis of consistent powers and responsibilities. Secondly, management using traditional community governance methods cannot enhance the sense of belonging of the residents living in transitional communities, but will make residents feel incompatible. In the process of special governance of transitional communities, it is necessary to strengthen the standardized management of grassroots members, so that organizations can hear the voices of residents in transitional communities. Finally, local governments need to streamline administration and delegate power. For example, in the matter of strengthening urbanization by demolishing houses, faced with residents unwilling to demolish and relocate, government can coordinate with community self-organized groups in persuasion. This effect is better than the persuasive effect of relevant government personnel.

Coordinate Interest Relations and Improve Resource Integration

On the one hand, under the meta-governance model, on the basis of balancing the unequal rights and responsibilities, the government also needs to tilt towards disadvantaged subjects in the distribution of benefits.[6] While obtaining respective interests, the government should seek to make the participation intention of each subject consistent with the overall goal of community governance.[6] On the other hand, only by resource integration can we achieve resource sharing, and each subject will perform its duties for

community governance effectively in targeted manner. The integration of resources requires the establishment of a "community affairs platform" by the neighborhood committee of the community. The community information is released through the neighborhood committee platform, so that the community residents can express their demands to the platform. In addition, the effectiveness of the neighborhood committee platform also requires the government to guide the neighborhood committee in the community. Through funding, policy, and talent support, we should strengthen the construction of transitional community platform, so that various subjects can communicate and share information through the platform, and each will strive for their own interests and the common goal of transitional community governance.

Give Play to the Synergy of Market Organizations and Social Organizations

Market and social governance play a supplementary role in the governance of transitional communities. On the basis of following the mandatory coordination led by the government, we should give full play to the greatest advantages of the market and society to help the governance of transitional communities. For example, through property outsourcing in transitional communities and the entry of social enterprises, these companies use professional services to serve community residents and provide references for community residents. In the process of entry of market organizations, they can also help community residents find some ways to make a living, follow the example of service personnel who abide by the rules and make self-change. Finally, social organizations can inform the government of some people's sentiments and opinions after full understanding, so as to facilitate report and dissemination between residents and the government.

Enhance the Sense of Belonging Among Residents in Transitional Communities and Strengthen the Capacity Building of Community Residents

Community participation is the basic way to achieve self-management and self-service of community residents. Faced with the problem of ambiguity in the self-positioning of transitional communities, we should start from improving the social participation of residents, allowing residents to participate in the community governance, participate in the formulation of community rules and jointly abide by them.[7] We should investigate the root cause of the lack of sense of belonging among transitional community residents. In transitional community governance, the capacity building of community residents should be strengthened. The capacity building covers improvement of cultural and educational levels, training of technical skills, enhancement of communication skills. In addition, we should broaden the channel of labor force output, allow residents of these transitional communities to find their own position and a way to realize their self-worth during the transition phase, and then solve the problems in life needs.[8] In addition, while solving the problem of life needs, it is necessary to give community residents the opportunity to participate in community governance. For matters related to community management, community group cadres should draw up a detailed list of community governance to help transitional communities identify correct participation direction, and enhance the sense of mission and responsibility among community residents.[9]

CONCLUSION

Transitional communities are special communities created in the process of advancing urbanization. For special communities, we should naturally adopt targeted governance methods based on the reasons for their special existence and the problems existing in the community. Based on Jessop's meta-governance theory, this paper discusses the governance strategies of transitional communities, and strives to take the government as the main body to discuss the governance structure and decision-making of transitional communities under the high integration of market governance and social governance. The current problems in transitional communities are the inevitable problems of rural urbanization. During this transition period, it takes time to constantly try-improve-further try

governance methods. Therefore, conducting structural analysis and countermeasure research on the basis of meta-governance is a process of continuous progress, and the transitional community will eventually change to a fixed form of community.

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