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Research article

Research on Community Building in China, from the Perspective of Community Empowerment



Yixuan Zhao 🗅

Master student of Bartlett Development and planning unit, University College London

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ABSTRACT



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Received: 30-11-2023 Accepted: 29-01-2023 Published: 02-02-2024 The official document of the 19th National Congress of the ruling party highly stresses the strategy of rural revitalization for the first time, calling for more attention to the crisis of rural communities. This provides a political agenda to promote rural planning lacking local extensive participation. While most research concerning the rural community involvement in governance and building is focused on the improvement of professional planning methods and techniques spatially, little attention is on the motivations and abilities to participate in the community. The empowerment theory, rooted in the American environment in the 1970s, provides a new perspective for inspiring the enthusiasm of vulnerable groups to participate in the community and improving their ability to participate. The purpose of this dissertation is to discuss how to improve community construction in China from the perspective of empowerment theory.

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1. Introduction

1.1 Background

the late 20th century witnessed an acceleration of marketization and urbanization, which leads to the community facing a decline and loss of social capital (Li et al., 2019). Under the influence of neo-liberalism and communitarianism, a far-reaching community revitalization movement gradually rose, and the community attracted the attention of the government again, and even was placed at the strategic height of social development (Fyfe, 2005). Therefore, as a response, the community governance system and framework including the authority, civil society, market and individual citizens come to be completed gradually. Community empowerment has already been an important political consensus and policy tool in some areas. It aims to enhance residents' awareness and ability of community participation by sharing resources and power with more related groups, form a pattern of residents' participation in community cooperative governance from the bottom-up, and promote capacity improvement and sustainable development of communities (Park & Kim, 2016). Community building and governance in mainland China have been going on for more than 40 years. But still, it is facing difficulties such as too strong administration, lack of government resources, weak residents' participation, and so on, currently. The community construction mode requires transformation, especially in the rural community under the general urbanization background.

In the face of rapid urbanization, the number of villages has decreased constantly. From 2006 to 2015 alone, the number of villages decreased by 45733. By 2015, the proportion of China's urbanized population in the total population has reached 56.1%. The outflow of the rural population has caused a hollowing out of villages. Facing the crisis of population, along with the necessary social function depends on them, the outflow of villages, how to seek the development idea of rural communities comes to an urgent problem in needs of solution at present. Even if urbanization is the mainstream trend, China still has more than one-third of the rural population, many of whom are the elderly and children whose socialization is weaker than that of adults, which means that governance problems in urban communities will be more serious in rural areas. Letting go of this kind of problem is, first, disregarding the citizenship of these people, and secondly, it is also damaging to the macro-level social development, for the agricultural production and rural population quality are long-term and fundamental issues in China. This paper aims to analyse the residents' empowerment in community building from the perspective of community empowerment to explore how to empower the community and build an effective residents' empowerment system.

1.2 Research purpose

The official document of the 19th National Congress of the ruling party highly stresses the strategy of rural revitalization for the first time, calling for more attention to the crisis of rural communities (Lu et al., 2019). This provides a political agenda to promote rural planning lacking local extensive participation.

*Corresponding Author:

Email: yixuan.coffrey@gmail.com (Y. Zhao)

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While most research concerning the rural community involvement in governance and building is focused on the improvement of professional planning methods and techniques spatially, little attention is on the motivations and abilities to participate in the community. The empowerment theory, rooted in the American environment in the 1970s, provides a new perspective for inspiring the enthusiasm of vulnerable groups to participate in the community and improving their ability to participate (King, 2012). The purpose of this dissertation is to discuss how to improve community construction in China from the perspective of empowerment theory.

1.3 Research questions

From the perspective of community empowerment, the research questions of this paper are as follows:

- (1) What problems exist in the process of residents' empowerment in community building?
- (2) How to build a sound residents' empowerment mechanism?
- (3) What strategies can be taken to build communities from the perspective of community empowerment?

Four sections are structured to answer them. The first section is to collect relevant sources related to the research topic and summarize them in the literature review. The second section is to justify the research method, including explaining why the researcher chose this method, how the researcher used this method, and so on. The third section is to present the discussion and then analyses them through relevant theories and data. The last section summarizes the paper, providing conclusions as well as recommendations.

2. Literature Review

2.1 Definition of community empowerment

The concept of "community" was primarily proposed by Ferdinand Tönnies (1926). Whereas, there is still no unified definition of community due to the diversity of the policy and culture, but *community* as a sociological term is usually with three features: 1) The identity (or self-identity), people see each other as a part of the group that formed by themselves and basically understand and trust each other; 2) Security, which means a community system provide its entrants and formers safety and secure (McMillan & Chavis, 1986). Beyond the administrative system of government or a set of public safety system, communities are possible to establish other kind of security, including mutual aid and fraternity form reaction networks apart from formal institutions. 3) Cohesion or unity. Cramm & Nieboer (2014) named this cohesion as solidarity among people in the community. Urgent incidents like disasters or long-term public risk evokes collaboration and stronger altruism among community members, even most of them defines each other no more than a 'neighbour'. The three features picture a community as a network formed and allowed by the practice of exchanges and allocations of social (material or emotional) recourses. Furthermore, the connection within the network confirms everyone inside is not an 'outsider' to me but a 'one of us. Previous studies shows that communities are the foundation of a community/society's existence and development (Ping, 2022). This concept has been fully connoted in the formalized process of modern society and is an outcome of reflecting on the question of modernity. Above mentioned three features are attributes of entire community rather than individuals of one community. The communal nature of these attributes is what this dissertation in going to discuss. They constitute the sine qua non of the community (Ping, 2022).

With the development of the times, the social relations between people and the social and economic interaction become more complex, which makes the community governance face many uncontrollable factors. People have found that the traditional top-down "hierarchical control" governance model is not only not conducive to the solution of new problems, but also hinders the development of the organization. Therefore, special attention should be paid to community empowerment to promote community development (Iscoe, 1974). Community empowerment can be regarded as both a process of community capacity cultivation and a result, that is, the ability obtained by cultivating the community. This dissertation will put forward the concept of community empowerment on the basis of analyzing the two directions of community empowerment.

As a process, community empowerment is generally understood as a process of inspiring residents to give play to their collective strength and community participation spirit through the assistance and training of experts, and shaping their own cultural characteristics, so as to activate community energy. Community empowerment in the sense of social psychology refers to "the process in which people, organizations and communities gain control over their lives" (Rappaport, 1987). Experts in the field of public health define community empowerment as "an action process in which a society promotes the participation of individuals, organizations and communities in improving the control objectives of individuals and communities, improving political effects and social quality of life, and implementing social justice". Community empowerment can also be understood as a process of "striving for due rights to improve their social conditions" through "consciousness awakening, knowledge promotion and action". In western countries, community empowerment is understood as a process of capacity building. Pittman et al. (2009) have found that community empowerment follows the operating logic of "finding problems - awareness Awakening - collective joint action expanding influence - creating new order". Through this, individuals and groups can control their own lives in the changing social and political environment.

The difference between the process and the result of community empowerment is the key to clearly define the empowerment theory. Community empowerment has different value positions for different subjects, but its behaviour process must be transformed into concrete and identifiable results. Generally speaking, the result of empowerment means that people can understand and acquire the ability to control their lives through empowerment. The results can be understood from the individual, organization and community levels (Wallerstein, 1992): at the individual level, it refers to the individual's ability to gain the perception and control of the specific situation of the community and to mobilize resources. According to Agus (2020), through establishing the motivation and willingness to participate, establishing the critical consciousness, and participating in collective action, the individual's selfdetermination consciousness, participation consciousness, and self-examination ability in daily life are improved and strengthened. At the organizational level, it refers to the ability of an organization to strengthen its association and alliance with other organizations by acquiring resources and improving its internal structure (Mardikato, 2014). Thus, community organizations can realize self-management and growth, develop organizational networks, and enhance organizational influence. As far as the whole community is concerned, it refers to the ability of self-management and sustainable development of the community. The community successfully obtains the ability to maintain the internal management order and the ability to cooperate with external organizations, thus providing a good

foundation for the sustainable development of the community (Hennink et al., 2012).

In a comprehensive view, community empowerment refers to the process of giving corresponding resources and rights to the community, stimulating residents' awareness of participation, and enhancing residents' ability to participate in governance. Its goal is to improve the autonomy of the community and create good conditions for community common governance and sustainable development.

2.2 Levels of Community empowerment

Community empowerment, which originated in the 1980s, is a key category of public policy research in western developed countries (Clarke, 2006). Because the political system of welfare countries cannot solve the increasingly heavy social and economic problems, the government needs to actively pursue a low-cost and effective governance model (Drechsler, 2005). Community empowerment is a means of bottom-up social planning, which aims to cultivate community residents' self-help to enhance local economic competitiveness (Fraser et al., 2006). The essence of community empowerment is to enable community residents to have the ability to make independent decisions. The premise of community empowerment is that residents' substantive participation can bring about continuous changes in the community environment. Community empowerment assumes that people's ability to improve their lives depends on the control of their own external environment (Nikkhah & Redzuan, 2009). By acquiring power, they can understand the social and political problems related to their own plight, integrate the resources of individuals, organizations and communities, and finally have the power and ability to make self-decision. Currently, the number of studies on community empowerment from different perspectives is increasing.

In view of the dimensions of community empowerment, Laverack (2001) divided community capacity-building into the following eight dimensions: residents' participation ability, leadership, skills, resources, social and organizational networks, sense of community, understanding of community history, community strength and critical reflection ability. Vargas (2000) pointed out that community development is a process of sustainable development, which could be realized through a series of continuous development processes, such as personal empowerment, the development of mutual aid organizations, the establishment of partnerships, participation and influence of regional organizations, and the launching of social movements. Laverack (2006) claimed that empowerment begins with individual behaviours, then develops into small mutual assistance activities of groups and organizations, and finally evolves into social and political activities. According to Glenn (2006), empowering residents in community governance is a series of processes such as social capital building, community planning, critical reflection, group building, and democratic participation promotion through acquiring control rights and resources. Çakar and Ertürk (2010) used five interrelated empowerment dimensions and values to explain community empowerment: (1) self-confident one-to-one learning refers to improving residents' skills and knowledge through learning, so as to increase selfconfidence. (2) be inclusive and fair, be aware of the existence of prejudice, and advocate equal opportunities and the establishment of good relations between organizations. (3) organized--participation. Organizations and groups, as open, democratic and responsible, encourage people to participate in public issues. (4) with the spirit of collaboration, working together can develop and maintain partnerships in the community. (5) influential social justice, encouraging and strengthening community participation and influencing decision-making, services and activities. Moreover, Chinese scholar Fan (2009) claimed that vulnerable groups can increase their rights from three levels: individual empowerment, interpersonal empowerment and social participation empowerment. On this basis, he discussed the relationship and applicability of the active empowerment model and the external promotion empowerment model, which also creates the research on the empowerment path of the three levels and two models, providing a model for domestic community public welfare venture capital and community building.

From the level of community empowerment, a clear level is conducive to more targeted empowerment activities such as experience teaching, ability improvement and concept guidance, to make efficient use of resources to promote community development. Marc (1990) classified the levels of empowerment from the individual, organization and community levels, and pointed out that empowerment at the individual level includes participation, motivation to use the control, and a sense of efficacy and control. Empowerment at the organizational level includes leadership sharing, skills development opportunities, expansion, and effective community impact. The empowered organization is within the scope of the empowered community, which includes the opportunities for residents to participate in the community decision-making process, as well as the consideration from multiple perspectives during the conflict. Richard et al. (1995) pointed out that community empowerment is the ultimate goal of four levels of empowerment, which are formal empowerment, personal empowerment, instrumental empowerment and substantive empowerment. empowerment refers to the relevant decision-making made by public institutions for the people. Personal empowerment refers to the feeling of self-ability in a specific situation. Formal empowerment helps to achieve personal empowerment, and leaders who are residents will also encourage more people to achieve personal empowerment. Instrumental empowerment refers to the substantive ability of individuals to participate in and influence the decision-making process, including relevant knowledge, material resources, negotiation skills and laws related to participation.

In the report of the action plan for community empowerment and community capacity- building of the community development centre in Scotland, the community capacity building is divided into three levels (Craig, 2007): first, the community with poor infrastructure construction refers to the local community with poor infrastructure construction. Community activities allow residents to establish a strong social network together. Second, the organization has established a community with relatively poor resources: to help the organization with fewer existing resources better achieve its goals. Third, a well-developed community refers to a community that hopes to expand, grow and consolidate its organization, shape its plans and actions, and become a common provider of local services (Craig, 2007). Some Taiwanese scholars divided community building into several different stages according to the process of community empowerment (Lai & Nepal, 2006). The representative Taomi Community is divided into three parts: the initial stage, the joint commissioning and operation stage, and the independent growth stage. The initial stage refers to the period from the September 21 earthquake in 1999 to September 2000, during which the main implementation contents are accompanying the community, introducing and integrating other professional team resources and revising the community development positioning. The joint operation stage refers to the period from September 2000 to September 2002, which mainly includes the beginning of education and training courses and the development and utilization of ecological resources (Lee & Jan 2019). The independent growth stage refers to the development process from 2002 to the present. At this stage, the potential of community residents is stimulated, the residents' ability is gradually developed, and the community moves towards steady development (Lee & Jan 2019).

2.3 Community building

Community of people who live together for the reason of taking on production (Falk & Kilpatrick, 2000). The social structure is simple and well-closed. Community building refers to the activity of strengthening the element of community, developing the community organization, enhancing community vigour and improving the living standard of the residents (McNeely, 1999). Community building relates to the community plan, the exploring of inside and outside resources and the convergence of community strength. It is an essential part of the field of community work and community development. Given the rural areas which mainly rely on agriculture, the socialization degree of rural production, living and insurance is ceaselessly improving due to the quick development of rural industry and urban areas. Therefore, community work and community development also become important content in modern rural areas. In history, there are many countries which have sustainable practices in community building, such as the United States, the UK, Japan, and so on.

For example, in the 1950s, the United Nations successively promoted the community development movement and actively explored the way of community development (Tan & Zhou, 2022). The United States followed the trend and opened the road of community development. Community development in the United States can be summarized into three stages: the spontaneous stage aimed at helping the urban poor in the progressive era. The Johnson era was a stage of great development with anti-poverty as the main goal. The redevelopment stage in the Clinton era with the main purpose of revitalizing the local economy. It is worth mentioning that in the 1970s and 1990s, American community development companies intervened in the development of the community economy as a third party, the main purpose of which was to improve residents' living standards by creating new employment opportunities for residents (Bradshaw, 2007). At this stage, the main governance model adopted by community development companies was to integrate residents, institutions, management and other resources in the community to enhance the value of the community. At present, community development in the United States has entered a mature stage. From the initial poverty relief to the revitalization of the economy, and then to the participation of community organizations, social organizations are a force that cannot be ignored in the process of community development in the United States.

2.4 Community participation: a conceptual frame

The process of community building and community development is a process of community participation. Participation is not only the formation mechanism, social foundation and power source of community, but also the means and ends of community construction and an important condition for community development (Marres, 2007). Participation in community building is an absolute necessity. Without the participation of community residents, policies and programmers aimed at human development, poverty alleviation, local development, community health, elimination of marginalization and social exclusion are less likely to succeed, and the achievement of community development becomes hollow. According to the World Bank (1992) report, "Community development is a process of promoting the economic and social progress of the community through the active participation and full play of the creativity of the people in the whole district." Community development is regarded as a social movement, and community residents are mobilized to participate in community development through the initiation, publicity and incentive of a few people. It is becoming an important action strategy and method to promote community construction or community development. It is believed that collective and concerted actions on part of individuals may serve to check and balance unchecked state behaviour and unaddressed market inequities. A creative and active role for citizens is envisaged in it regarding their ability to define and act for their goals. Both as a concept and as a strategy, the notion of collective participation has acquired a range of meanings and given rise to a diversity of practices in current development literature (Stokke, 2017).

As an alternative governance strategy, it seeks to improve the quality of governance by deepening democracy, extending citizenship and strengthening human capabilities. Community Participation (CP) today is an essential prerequisite for any development and governance initiative, especially in the context of the pluralistic social order (Wirtz et al., 2019). There appears to be general agreement, in principle, that public participation is vital to the workings of a democratic and pluralistic society. It draws heavily on the participatory approach to developmental thinking which has strong faith in the latent human potential to decide, speak and act for them. Participation of the common people in governance is one of the elementary human freedoms (Dreze & Sen, 2002). Active community participation is seen as vital to building an empowered community in this present democratic age, given its ability to give voice to the voiceless (Chirikure & Pwiti, 2008). Worldwide there has been an increasing emphasis and inclination toward community participation during the 1980s and 90s as a strategic tool for fighting urban poverty (Haque, 2004). Recent years have witnessed disciplined attempts to involve citizens in the process of decision-making. Various strategies have been used to involve citizens in the discussion of a wide range of public policy issues. The idea received widespread recognition when the international commitment to build up social capital as an effective mechanism for urban poverty reduction was made at the 1996 Habitat Agenda in Istanbul (Cohen, 2016). Since then, the notion of "participation" as the route to empowerment has formally been incorporated as a vital component in almost every urban development program with a view to infusing people's knowledge in shaping the project in a way so as to ensure both continuity and sustainability of the program benefits and services beyond the phase of its implementation (Lyons et al., 2001). Greater involvement of community groupings at every stage fosters the elements of inclusiveness and democratic accountability which fits well in the good governance discourse.

3. Methodology

3.1 Introduction

According to Kumar (2014), conducting a study did not only need plenty of skills but also a reasonable way of thinking. Kumar (2014) stated that research is not only a set of skills but also a way of thinking. The way of thinking that is rational and logical will be the method of critical study and analysis resulting in in-depth knowledge. Through the research method, the answers to the research question can be found. However, the process of finding the answer should be undertaken within a framework of set philosophies, using methods and techniques that can be tested for both validity and reliability, and the design should be unbiased and objective (Kumar, 2014). In this chapter, the research method will firstly be presented, followed by research location, research instrument, sampling method, data collection, data analysis. Lastly, the ethical consideration of the research will be stated.

3.2 Research method

This study uses a qualitative approach with a case study. A case study can be defined as an intensive study about a person, a group of people or a unit, which is aimed to generalize over several units. In a case study, the focus is based on a special unit (Sanders et al., 2002). Compared with political science or sociology and other basic disciplines, public management has a bright application characteristic and is at the intersection of various disciplines. Although this has caused the blurring of the boundary of public management, it also enables scholars of various disciplines to make scientific research on public management practice from their own theoretical perspective through quantitative or qualitative methods, greatly enhancing the breadth and depth of public management research (Thomas, 2011). Among the numerous research methods, case study has irreplaceable significance for the public management research and the development of the discipline (Cousin, 2005). On the one hand, in terms of research methods, case study, as an empirical research method, is different from quantitative research, which focuses on causal inference. It can not only carry out comparative research through rigorous case screening to achieve causal inference, but also show the mechanism of causality through indepth description of case details. In this sense, case study is an indispensable way to promote the public management discipline to be scientific and standardized (Denscombe, 2000). On the other hand, from the perspective of public management, case studies are of great significance to the construction of localized public management theory. Many scholars believe that public management research should be oriented to practice, not blindly copy the theory, but should adhere to the field orientation. In this process, the status of case studies is self-evident. Only through the deep description of public management practice can researchers deeply understand the operation logic behind local political, economic and social problems (Boblin et al., 2013), and make a more reasonable criticism of the theory based on the local, so as to promote the further development of the public management discipline.

In this research, a project of Huangpu District Youth Communication is selected as a case to study how it encourages young people to participate in community governance and community building.

3.3 Data collection

Qualitative data were obtained from interviews, observations, and documents (Merriam, 1988). All interviews were taped and transcribed verbatim and supplemented by field notes (Patton, 1990). According to Yin (1994), evidence might come from six different sources when building up case studies. A mixed approach will be used to collect data, including semistructured interviews, documentation, archival records, and participant observation. However, it is recommended to use more than one method to gain a better understanding of the research area, create a more accurate picture and can credibly substantiate the answers to my research problems. Furthermore, Denscombe (2000) argued that the researcher can use several data collection methods and thereby "triangulate" the subject to find the "truth". In this study, written sources and an interview were used to be able to collect data. To gain further information and as a complement to the interview, the researcher used secondary data, more specifically document data in the form of written materials such as national reports, web pages, case studies in the field of community building practice and literature reviews concerning community building activities. The researcher used those two data collection methods to triangulate our subject and thereby reach a more trustworthy result. While the observations are conducted by the researcher that is directly seeing the community

building activities and documents assessment was obtained through reports, documents, and so on.

3.4 Data analysis

Data can be analysed in two ways when conducting a case study either within-case analysis or a cross-case analysis. In a within case study analysis empirical data are compared to theory. If conducting a cross-case analysis empirical data from different cases are compared (Yin, 2003). This research will focus on the practice of community-building activities concerning community empowerment undertaken in China. Besides that, the data in this study will be analysed qualitatively. Qualitative research is a procedure that produces descriptive data in the form of words, written or spoken, people or behaviours observed (Moleong. 1989). Data analysis that is of qualitative nature requires the researcher to undertake activities simultaneously with data collection, data interpretation, and research report writing. Thus, the data analysis is not done in isolation with data collection, but it is an activity performed jointly.

4. Community Building from Community Empowerment

4.1 Situation of community building in China

At the end of the 20th century, with the acceleration of marketization, urbanization and networking, community development in some areas of China is facing a situation of decline and loss of social capital (Li et al., 2019). The mismatch of power, responsibilities and interests leads to weak community capacity. Community capacity refers to the total capacity of the government, social organizations, enterprises, residents and other multi-subjects participating in community governance to change the community governance structure, promote the rational and effective use of community resources and realize the public interests of the community in the process of interaction. In foreign countries, since the 1980s, community capacity-building has entered the research field of scholars as a policy tool against social exclusion and has formed two perspectives of resource orientation and process orientation (Edwards, 2015). From the perspective of resource orientation, community capacity mainly refers to a series of specific assets and advantages, such as resources, technologies, and relationship networks, owned by organizations and individuals in the community. The most representative is the definition of community capacity defined by Chaskin: the interaction between human capital, social capital and organizational resources that can be used to solve common problems and maintain and improve the well-being of the community (Chaskin, 2001). From the perspective of process orientation, community capacity is a dynamic "asset-action" process, which is the collective action taken by the community in the face of needs and problems (Dasgupta & Beard, 2007). The most representative is the nine-dimensional framework proposed by Labonte and Laverack (2000). They pointed out that the community capability is mainly reflected in nine aspects: participation ability, regional leadership, community organization ability, resource mobility, critical self-examination, problem evaluation ability, ability to connect with external institutions, ability to establish contact with other residents and organizations, and project management ability (Labonte & Laverack, 2000).

Based on the theory of community capacity, Chinese scholars put forward community capacity measurement indicators regarding the nine-dimension framework and measured the community capacity in Shenzhen (Xu & Gong, 2017). They claimed that there are such problems as community participation fatigue, unreasonable power structure in the community, and insufficient organizational coordination and

cooperation network construction (Xu & Gong, 2017). In 2017, China proposed six aspects of community governance that should be strengthened, including community residents' participation ability, community service supply ability, community cultural guidance ability, community law enforcement ability, community conflict prevention and resolution ability, and community informatization application ability (Jiang & Zhen, 2022). However, in actual community governance, the community bears more administrative functions than the grass-roots government, and the problem of insufficient governance capacity of the community itself is prominent (Li, 2008). The survey results of some scholars showed that community residents' participation ability, community cultural guidance ability and community informatization application ability is generally low (Xiao et al., 2017).

4.2 Case study: Huangpu District Youth Community

4.2.1 Case introduction

Huangpu District is located in the centre of Shanghai, where modern and traditional, high-income and low-income groups, high-end commercial housing and second-class old buildings coexist. The dual social structure of Huangpu District is the concentration and reflection of the overall development status of Shanghai. However, Shanghai plans to complete the renovation of a large area of second-class old houses below the old one in Huangpu and other central cities by 2020, totalling 550000 square meters, involving 28000 households, which means that the rich and diverse historical memory in the community will soon disappear with the old one. Community is the main place for young people to live, socialize and learn. No matter where young people go or what job they are engaged in, community is the ultimate destination of young people, and the community participation of young people will be the continuous driving force for the vitality and development of the community. The report of the 15th Youth League Congress of the Shanghai Municipal Youth League Committee in 2018 clearly pointed out that unswervingly "going to the community" and "going online" are the core goals of the Shanghai Communist Youth League in the next five years. In order to retain the memory of the community, the Youth League Committee of Huangpu District, in combination with the professional interests of young people in colleges and universities, launched the "Huangpu Community · Youth Impression" project, with a view to using the name of young people, dictating community stories and guiding young people to participate in community governance.

The "Huangpu Community · Youth Stamps" project is promoted by the Huangpu Youth League Committee, the District Office, the H University and the Shanghai X Social Governance Promotion Centre. The youth group is mainly composed of the young teachers and students of the H University, the youth of social organizations, and the youth of the community. The project aimed to introduce college youth and local youth into the community through oral history, excavate and record community stories, enhance the connection between youth and the community, and reshape the identity of the youth community while retaining the history of the community and stimulating the vitality of the community. The project was planned from October 2020, officially launched on December 25, 2020, and ended on May 4, 2021. It lasted for seven months, and went through the stages of preparation, promotion and summary. Each stage fully mobilized and played the role of the youth group. In the preparatory stage of the project implementation, the Youth League Committee of Huangpu District and the Youth League Committee of H University carried out extensive publicity among college youth and communities with the theme of community oral history, which received positive responses from college youth

and local youth, and initially formed a 27-person college youth team and local youth team, as well as expert guidance team, Youth League Committee and neighbourhood committee and other support teams. According to the situation of the district and the actual situation of each street, with the cooperation of each street and neighbourhood committee, the youth of colleges and universities will conduct a preliminary visit to the community. Each street will determine 2 residential areas as the oral objects, and the whole district will select 20 residential areas as the oral objects. The community types include high-end commercial housing communities, husband housing communities, and old houses below the second level.

4.2.2 Community participation with identity: An empirical analysis framework

Community participation is a process of interaction, deep integration and continuous stimulation between multiple subjects and relevant elements. Stoker (2013) put forward the C.L.E.A.R model of community participation according to the five factors that promote participation, including "Can to", "Like to", "Enabled to", "Asked to", and "Responded to". The model provides a general framework with great reference value for promoting residents' community participation in China. As mentioned earlier, the formation of youth community identity caused by the dislocation between the social factors of youth groups and the concept of community governance is a structural dilemma that restricts the community participation of youth groups (Barnes et al., 2006). The key to breaking this dilemma is to bridge the gap between the two by building an identity mechanism. Some scholars pointed out that the community identity formed based on the emotional experience and individual characteristics of specific community situations is not only the premise of residents' community participation, but also the driving force of residents' independent participation in the community (Perkins et al., 2002). It runs through the whole process of community participation, and is related to the autonomy, effectiveness and durability of residents' community participation. Community identity provides researchers with a perspective to explain residents' community participation according to the interaction between individual or group characteristics and community fields (Hesari et al., 2020). It can effectively link the individual characteristics of participation with the elements of social structure. At the same time, it emphasizes that the realization of individual self-worth is the key force to promote the interaction between identity and participation (Jennings et al., 2006). This is exactly in line with the value pursuit of the current youth group based on the individual and provides the direction for solving the current problem of youth community participation.

At present, the research on community identity and community participation focuses more on the residents as a whole or the elderly group, while the research on the youth group is less. On the one hand, it covers the particularity of community participation due to the different characteristics of group types, and on the other hand, it is not conducive to further refining and deepening the theory of community identity and community participation. Community identity is residents' recognition of community function and their emotional connection to the community (Farahani, 2016), which is mainly affected by such factors as interest correlation, community memory, community communication, community participation, and so on. In addition, in China, as a national grass-roots governance unit, the community has formed a community governance model under the leadership of the party and the government (Wu et al., 2018). People often equate the community with the neighbourhood committee in their community cognition. Therefore, the trust and

support of the party and the government, especially the neighbourhood committee, has become an important factor affecting the community identity of residents (Tang, 2020). The community participation of youth groups in China should be a process from passive participation to independent participation, from "being invited to do" to "voluntary to do", which is based on the deepening of community identity of youth groups. This research will adopt Stoker's community participation model, based on the social character of youth groups, and promote the deep integration of youth groups' social character, community governance system and youth community participation by building an identity community participation mechanism, so as to promote the transformation of youth groups' community participation from passive participation to independent participation, from occasional participation to continuous participation. The identity community participation of youth groups includes three links: role acceptance, subject empowerment and demand driven.

The first is role acceptance. Acceptance is an important value concept and practical principle for the formation of community identity of youth groups in community building, which is crucial for youth groups to return to the community and participate in community governance (Ruggiero et al., 2014). In guiding youth to participate in community governance and community building, acceptance refers to the respect and recognition of the role and value of community governance of youth groups by relevant departments such as the government and their workers, which determines the establishment of the trust relationship between the two parties. Under the influence of social forces such as reform and opening up and the Internet, youth groups have formed a relatively strong individual-based value structure and social character (Huang et al., 2011). They attach importance to the realization of individual values and individual interests, which has broken the long-term expectation of the national orthodox forces for the role of "revolutionary youth". Youth groups have become "problem youth" and are considered as "the downed generation" and "the generation without responsibility". However, in major social events and many community cases that have more respect for individual values, youth groups still show a strong sense of social responsibility, mission and action. Therefore, accepting the role and value of the youth group is the fundamental orientation for the youth group to return to the community, and is also an important way to reshape the community trust and community identity of the youth group (Ginwright & Cammarota, 2007). Acceptance mainly includes the willingness of youth groups to participate in the community. Youth community participation without acceptance is formal and compulsory and cannot be sustained. The acceptance of youth groups needs to create an external environment conducive to community participation of youth groups, including the improvement of community environment and the transformation of governance concepts (Cargo et al., 2003).

"During the whole process of the project, the Youth League Committee of Huangpu District, the neighbourhood committees, and the Youth League Committee of colleges and universities and other relevant departments have changed the governance concept from community-based to youth-centred and have respected and recognized the role value and lifestyle of youth groups. Through the summary and reflection of the long-term youth community work, Huangpu District realized that what kind of governance concept it adopted directly affects its subsequent institutional arrangements, promotion methods and implementation effects. Young people's insensibility and alienation from the community have been accumulated in the community building for a long time. To change this situation, it should start from the root cause and change the concept of community attracting young people,

let young people participate in the community and return to the community. Now it should focus on young people, provide what they need, respect their role values and appeals, and let them enter the community first, understand the community, and then return to the community." (CN, leader of the Youth League Committee)

In the face of youth groups, the traditional concept of community governance is a top-down approach to community governance and community building (Halsall et al., 2013). Under the control of this concept, community governance and community building mainly considers the needs and objectives at the community level, mainly serving the construction of grassroots political power and the tasks of higher authorities, while the values, interests, needs and development of youth groups are placed in the subordinate position. This is undoubtedly contrary to the pursuit of individual freedom and individual value of the youth group and has eliminated the enthusiasm of the youth group to participate in the community. Huangpu District has changed its original thinking and concept of mobilizing youth groups from a governance concept based on community interests to a governance concept based on the realization of the value of youth groups. On the one hand, it has reconsidered the era characteristics, values and behaviour of youth groups based on individuals, and on the other hand, it has respected and recognized the professional skills of college youth to fully meet the realization of the value of youth groups. From the beginning of the project to the final results, it is the youth groups that put forward the needs, ideas and promote the implementation. The districts, streets and communities, as the strong backing of the youth groups, provide services, resources and platforms for the youth groups in colleges and universities, and fully cooperate with the promotion of the oral history project of the youth groups. In the process of community governance and community building, the acceptance of the values of the youth groups has resulted in the re-evaluation of community participation by the youth groups from the emotional perspective, which has stimulated the enthusiasm of the youth groups in community participation.

The second is subject empowerment. Subject empowerment is a process of empowering individuals or organizations in a vulnerable position, enabling them to have corresponding rights, capabilities and resources, and then participating in relevant decision-making and governance (Rappaport, 1987). Subject empowerment is related to the legitimacy and effectiveness of community participation of youth groups. For a long time, China has adopted a government-led community governance model (Liu, 2008). In the community, the national grass-roots governance unit, residents' community participation is mostly an executive participation, which is an important way for the country to reshape political awareness and conduct social management. Young people's lack of subjectivity space, unimpeded participation channels, lack of resource support and security in community participation are the manifestations of inadequate empowerment. Subject empowerment needs to be realized through a series of empowerment mechanisms, including the empowerment of the subjectivity of youth participation, institutional construction, organizational and participation channels, professional ability improvement, resource support, security and incentive mechanisms, and so on, so as to eliminate the main obstacles of youth groups' participation in community governance and community building (Calvillo et al., 2013).

The last is demand driven. Demand-driven means to respect, explore and meet the interests of youth groups from the perspective of their interests, and attract youth groups to participate in community building through innovative ways to meet their needs, so as to win the sense of community belonging of youth groups (Whittington et al., 2009). According to demand

theory, demand is the initial motivation of individual action and communication. Because of the age characteristics of youth groups and their special development stage in their life course, they pay more attention to the realization of individual values and interests, which determines that demand is an important driving force for youth groups to participate in community building. Young people's needs mainly include physical and mental health, individual and child growth, career development, marriage and friendship, social participation and right expression. However, the community's lack of attention to the needs of youth groups, lack of support, and single response seriously limit the enthusiasm of youth groups to participate in community governance. The needs of youth groups can be met through the combination of static community resources and dynamic community activities.

"Participating in the oral history project of 'Huangpu Community Youth Impression' has made me understand the historical development of the old community in Shanghai, and I have also honed my interview and research ability and writing ability in practice. From the oral history project, a large number of oral history data inquiries and multiple interviews with residents in multiple communities have greatly improved my practical skills and abilities in interviews and research." (ZQ, young college students)

"As an undergraduate who participated in the oral history writing, I can still feel that my writing ability, interview ability and understanding of the community have improved." (WY, young college student)

Young college students said that the community oral history project was an accurate response to their inner needs and hoped that more projects could be launched to meet the real needs of young college students in the future. In addition, the ability improvement plan of community workers and the governance innovation of large relocation communities implemented by Huangpu District are also popular with the youth groups of H University. Huangpu District has integrated the needs and values of youth groups with community development in diversified ways, fully mobilized the enthusiasm of community participation of college youth groups and made the youth groups feel the warmth and care of the community for youth groups.

5. Conclusion

At present, China's urbanization has entered a period of accelerated development. More and more problems need to be jointly managed by the government, the market and society. Especially in the process of implementing policies such as urban planning, community development and environmental protection, requires the extensive participation of enterprises, social organizations and citizens. In recent years, China's governments have begun to promote public participation in urban governance through urban policy innovation. However, the effect is far from satisfactory. This is related to the relatively weak awareness and ability of citizens to participate in community building. Under such a context, this essay used the case study method to analyse community building from the perspective of community empowerment and find out the problems exiting in Chinese community building. According to these problems, this essay put suggestions on them from the perspective of community empowerment.

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