

# Research on Building Resilient Community Emergency Management Under the “Five-Community Linkage” Mechanism

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**Abstract:** *This study takes the “Five-Community Linkage” mechanism as the starting point to explore its role and path in building resilient community emergency governance. In view of the current problems in China’s community emergency governance, such as difficult implementation of the system, weak organizational coordination, insufficient technical investment, and lagging cultural renewal, through literature research, empirical investigation and case analysis, it is proposed that the “Five-Community Linkage” can enhance the adaptability, resilience and resistance of the community by strengthening the community facilities system, governance system and resident system. The study found that the “Five-Community Linkage” can break through the limitations of the traditional single government-led model, realize resource integration, subject collaboration and governance innovation, and inject dynamic resilience into the community. The study further proposed that through the coordination of multiple subjects under the leadership of party building, the intervention of professional social workers, the allocation of public welfare resources and the optimization of residents’ participation mechanism, a community emergency governance system with institutional resilience, organizational resilience, technical resilience and cultural resilience can be formed. This mechanism not only provides a systematic solution for the community to respond to public emergencies, but also provides theoretical support and practical paths for the modernization of grassroots governance and the construction of resilient cities.*

**Keywords:** Five-society linkage; Resilient community; Emergency management; Community governance; Multi-party co-governance; System resilience.

## 1. CURRENT STATUS OF RESEARCH ON RESILIENT COMMUNITIES

This paper is a research result of the National Innovation and Entrepreneurship Training Program for College Students (Project No.: 202310641036). The concept of resilient community first appeared in the field of natural sciences and was later introduced into the field of social governance for research. It not only emphasizes the improvement and development of grassroots communities, but also requires flexible response capabilities in the face of various public crisis events and the ability to recover and rebuild after the crisis occurs [1]. Although scholars have not reached a consensus on the interpretation of the concept of resilience, they all believe that resilience is a process of capacity improvement, a process of building long-term capabilities to deal with crises, and a collection of a series of capabilities such as stability, recovery, and adaptation. For the community, resilience is also the result of improving the community’s ability to resist and reduce pressure. The higher the community’s resilience, the less it suffers from crises and the higher its recovery capacity. The research on the emergency governance mechanism of resilient communities abroad is relatively mature. When a crisis event occurs, not only does the government improve relevant laws and policies and provide financial support, but also formulates a relatively complete disaster prevention and mitigation plan before a public disaster occurs, and also mobilizes community residents to actively participate in the community emergency management process. Effective interaction between residents and the community enhances people’s awareness of self-help community management, popularizes the experience and methods of disaster prevention and mitigation to the public, and effectively builds a complete community emergency plan and infrastructure, thereby enhancing the community’s ability to resist disasters.

At present, the research on community issues in my country mainly focuses on:

Institutional issues: emergency systems are difficult to refine and implement; community emergency management models are single, systems are not fully implemented, and the degree of system execution is weak. Organizational issues: community emergency management mechanisms have not been improved and transformed; social organizations cannot flexibly participate after sudden crises and disasters; some community residents have no collective consciousness and are less motivated to participate. Technical issues: the community has less

investment in science and technology; the community's normalized management methods are not integrated with dynamic community management. Cultural issues: the community's resilience culture is less participated in and managed by residents; the community's resilience culture has not been updated accordingly in the face of the environment.

## **2. FEASIBILITY ANALYSIS OF THE FIVE-SOCIETY LINKAGE IN BUILDING A RESILIENT COMMUNITY**

According to existing research and analysis, the "Five-Community Linkage" is a community governance model that uses the community as a platform, social workers as support, social organizations as carriers, community volunteers as assistance, and community public welfare and charity resources as supplements [2]. The core of this model is linkage, which is the joint governance of multiple subjects. Only when each subject plays its role can community governance be effectively achieved. In the past, the community-led single community governance model, the implementation of the system without the participation of other subjects, was inefficient and slow; organizational actions were prone to rigidity and could not be flexible and adaptable; the ability to warn and recover from sudden public crisis events was too low; and the value consciousness of various subjects was not unified. Since 2014, more than ten cities have participated in the international cooperation plan for resilient city construction. In 2016, Shiqiao Street, Panyu District, Guangzhou City explored the operation mechanism of the "Five-Community Linkage", which provided a feasible reference for building a resilient community [3].

### **2.1 Theoretical Significance**

Analyzing and studying resilient communities from the perspective of the "Five-Society Linkage" theory, on the one hand, expands the knowledge related to resilient communities and makes up for the current lack of theoretical knowledge in this field; on the other hand, it refines and supplements the "Five-Society Linkage" theory and further deepens the theory.

### **2.2 Application Significance**

The "five-community linkage" model is used to build a resilient community, form a community centered on community residents, strengthen its interactive cooperation with other community entities, improve the community's communication ability, and improve the resilience of community systems and culture. In some urban communities in China, there are problems of local governments overstepping their authority in community governance, strict restrictions on social organizations' participation in community management, and low levels of community management technology, which to a certain extent hinder the innovation and development of community governance. Communities are often passive in responding to crises. This passive governance is not conducive to the active participation of community residents in community emergency governance, and the indifferent cultural atmosphere within the community is not conducive to the effective implementation of community emergency governance. The "five-community linkage" model is promoted in the construction of resilient communities, increasing the flexibility of community governance and reducing the damage caused by crisis events to the lives and property safety of community personnel. In the face of disaster impacts, it can be adjusted more than enough, and combined with local culture and environmental characteristics, it can establish a sense of identity among residents after the disaster, which has a certain positive effect on allowing community residents to personally experience and participate in community management and governance mechanisms and cultivate a culture of community resilience.

The "Five-Community Linkage" model has brought new changes to the construction of resilient communities. With the advancement of urbanization, the community's public service capabilities are relatively lagging behind, and there is a lack of professional and voluntary talents in public services. In recent years, various public crisis events have shown a trend of multiple occurrences. As the grassroots terminal of emergency management, the community has enhanced its ability to respond to various public crisis events and reduce the losses caused by various public crisis events, which has attracted great attention from the government and various social entities. Promoting the "Five-Community Linkage" to build a resilient community not only conforms to the current social hot spots, but also the relevant research on the "Five-Community Linkage" can promote the development of the existing resilient community construction service system, improve the deficiencies of the existing community system, organization, technology, culture and other management and governance models, and make the community emergency governance mechanism more mature and localized.

The “Five-Community Linkage” model promotes the construction of resilient communities, innovates community grassroots governance, and stimulates social vitality. Community governance cannot only focus on the community and put its strength in the community. It is necessary to attach importance to the community construction strength of social organizations and enterprises, form a guiding encouragement for social organizations and enterprises to participate in community governance, and form a foundation for party building to strengthen the ability to cooperate with enterprise-level social organizations, develop community social work and other service industries, develop recycling, green environmental protection and other industries, and promote the transformation of urban communities to a green economy. This study not only conforms to the development trend of community governance, injects new vitality into the future development of China’s GDP, but also transforms public crises and disaster events into opportunities for community development.

### **3. BUILD A RESILIENT COMMUNITY EMERGENCY MANAGEMENT MECHANISM AND BUILD A RESILIENT COMMUNITY THROUGH THE LINKAGE OF FIVE COMMUNITIES**

In the field of public management, community resilience is the latest concept in social system research and is the forefront of international resilience research. Resilient communities are the extended expression of the concept of resilience in community space. Resilient communities are the ideal state pursued by improving community resilience and the result of a qualitative change in community attributes when resilience reaches a certain level. With the introduction of public event prevention plans in China, the call for building resilient communities is growing, and resilient communities have also become a definite organizational construction goal [4]. In the construction of a resilient community emergency management system, the research direction of resilient communities is proposed, which focuses on the construction of community emergency infrastructure, enhances the redundancy and resilience of community emergency facilities, strengthens the collaborative governance of multiple subjects, and improves the self-organizing power of community emergency management. It provides theoretical support for the construction of a resilient community emergency management mechanism under the five-community linkage model [5].

Compared with mature and complete resilient communities, the current problems of communities in my country are mainly concentrated in: (1) Institutional issues. Emergency systems are difficult to refine and implement; community emergency governance models are single, institutional implementation is not in place, and institutional execution is weak. (2) Organizational issues. Community emergency governance mechanisms have not been improved and transformed; social organizations are unable to participate flexibly after sudden crises and disasters; some community residents have no collective consciousness and are less motivated to participate. (3) Technical issues. Communities have less investment in science and technology; community normalized management methods have not been integrated with dynamic community management. (4) Cultural issues. Residents have less participation and management in establishing a resilient culture in the community; and the community’s resilient culture has not been updated accordingly in the face of the environment.

The construction mechanism is suggested to refine the attributes of resilient communities and strengthen the three systems corresponding to the three attributes of resilient communities through the “five-society linkage” approach. The core of the “five-society linkage” lies in linkage, which is the joint governance of the community by multiple subjects. Each subject plays its own role to improve the resilience of the community and build a resilient community. The government connects with the community party organization, and the government is responsible for the purchase of social workers. The community party organization and party building are jointly led, with the community (community neighborhood committee) as the platform, social workers as the backbone, social organizations as the carrier, community volunteers as the auxiliary, and community public welfare and charity resources as the guarantee. Collaboratively build a resilient community, manage and optimize the three systems of the resilient community to strengthen the community’s adaptability, resilience, and resistance.

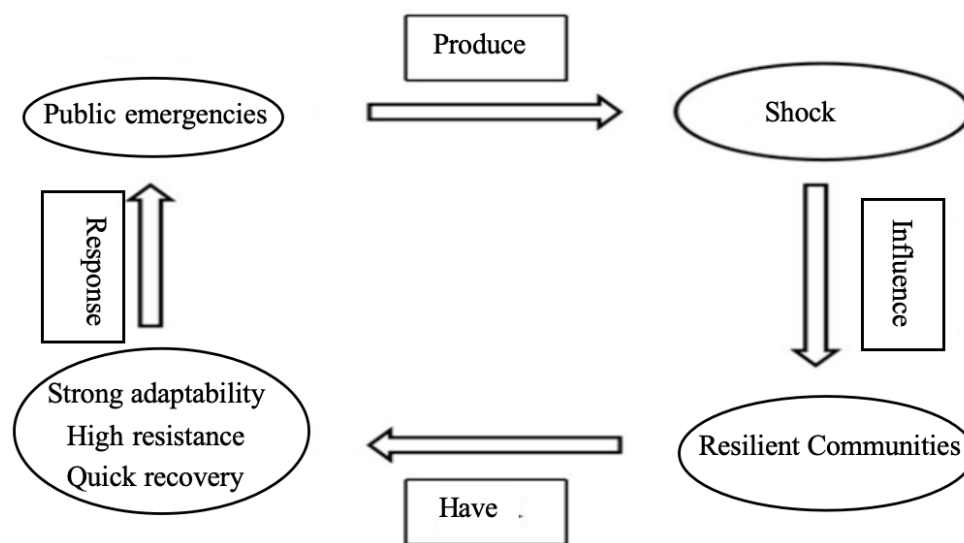
#### **3.1 The Five Communities’ Collaboration is Conducive to Building a Resilient Community**

The “Five-Community Linkage” has three advantages in building resilient communities: First, it has a rich subject base and more accessible resources. The community volunteers and community charity resources in the “Five-Community Linkage” have injected more manpower and resources into the community. Second, it has changed the single “blood transfusion” government supply and injected momentum into the community. The “Five-Community Linkage” model absorbs community volunteers and community charity resources, which can

change the single “blood transfusion” resource investment model of most community governments, broaden the community fundraising path, reduce the constraints on community construction caused by government funding shortages, and enhance the vitality and initiative of the community itself [6]. Third, it cultivates active forces in community governance and enhances community action capabilities. In the practice of the “Five-Community Linkage”, the professional advantages of social workers have been more fully utilized, becoming a bridge and an important driving force. The expansion of community social organizations and community volunteer teams and the injection of community charity resources have promoted the extensive participation of residents and the improvement of community governance and level is expected to be positive.

### 3.2 The Relationship between “Five-Community Collaboration” and Resilient Communities:

Attributes of resilient communities: When faced with the impact of public emergencies, resilient communities will have a much higher ability to resist shocks than ordinary communities. The strength of a community’s ability to resist shocks mainly depends on the strength of three attributes of the community, namely adaptability, resilience, and resistance.

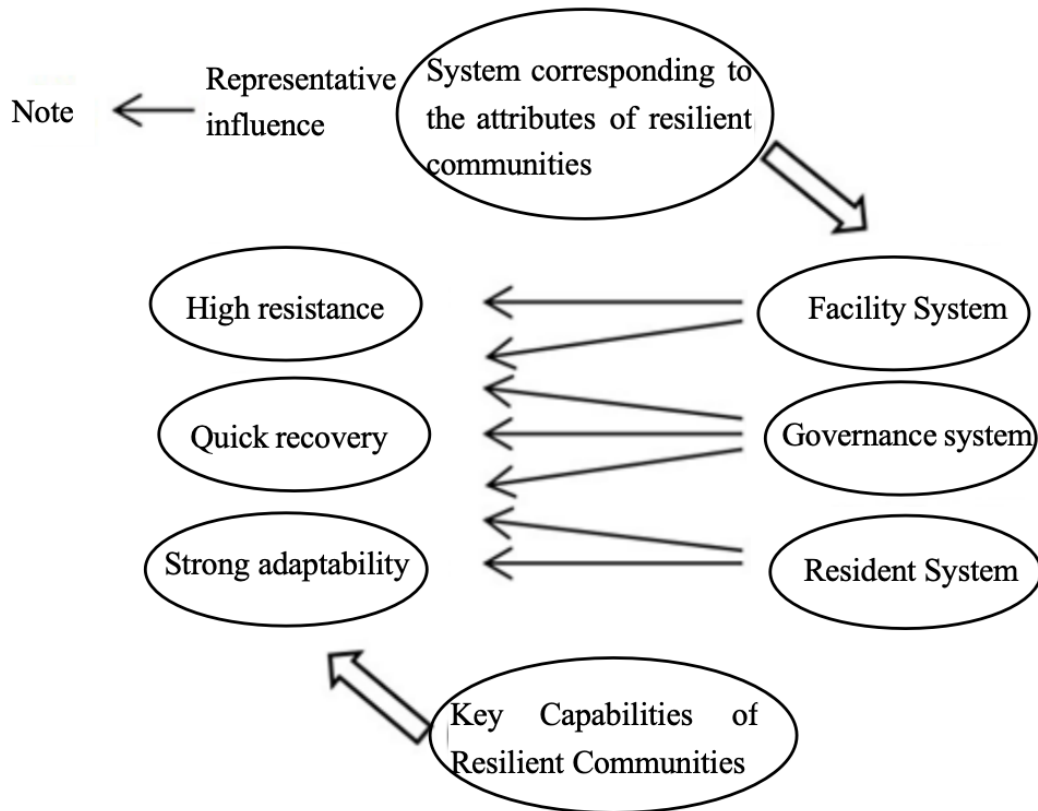


1) The resilience of a resilient community. Resilience is the most basic attribute of a resilient community, which means that the community infrastructure can adapt to environmental changes, withstand external interference, and have strong stability [7].

2) The resilience of resilient communities. The ability of ordinary communities to resist interference is limited. The impact of public emergencies may exceed the resilience of infrastructure, resulting in serious consequences. The impact of public emergencies is not limited to infrastructure. Natural systems and social systems are also affected [8]. Physical resilience cannot cover the entire community. Therefore, we should pay attention to the initiative of the entire community after a public emergency occurs. The community should have the ability to adapt and recover. After a disaster, it can quickly restore the normal operation of the community and adapt to the new environment through resource allocation and proactive changes.

3) The adaptability of resilient communities. When a public emergency occurs, resilient communities can take timely and effective measures to mitigate the negative impact of the emergency, gradually explore better ways to respond to the incident, and then make community changes. The community can achieve a greater degree of recovery in a short period of time.

The system corresponding to the attributes of a resilient community: A resilient community can be viewed as a complex adaptive system. Based on system - capacity, the three attributes of a resilient community can be divided into corresponding community systems. The community system includes the community facilities system, the community governance system, and the community resident system. They are the basic components of the community system and the main manifestations of the three attributes of the community [9].



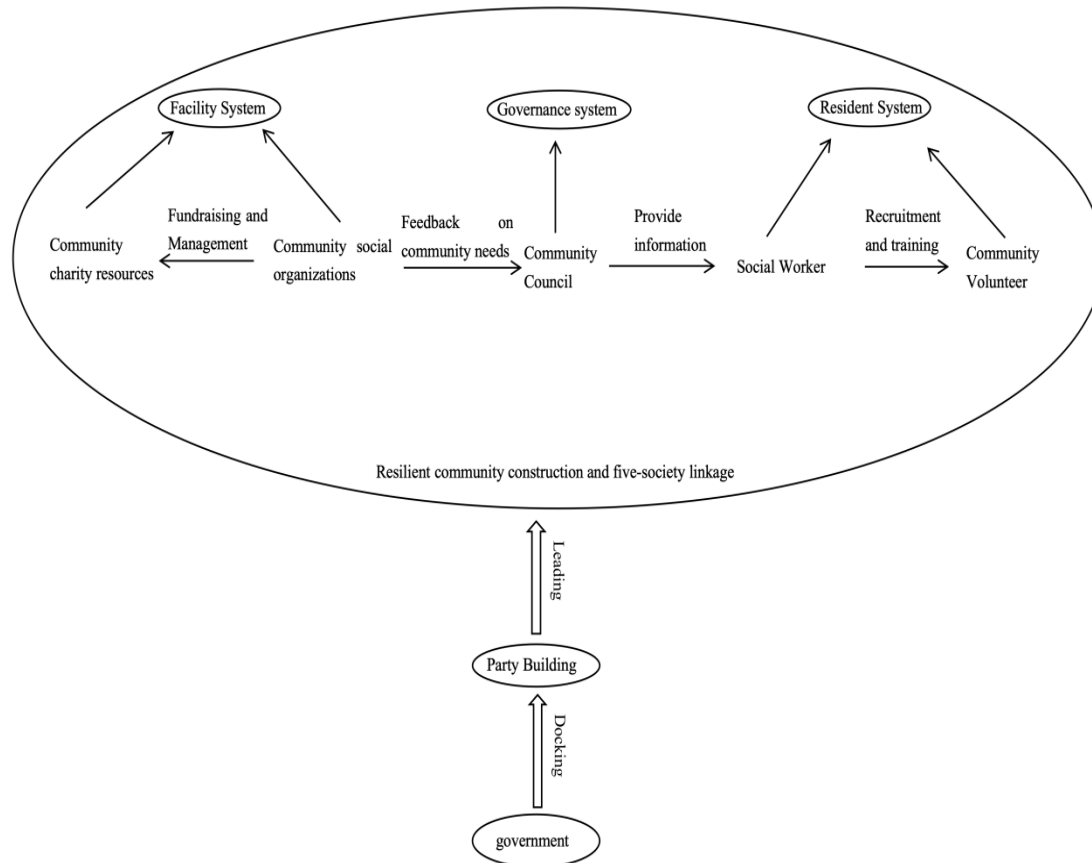
1) Community facilities system: the infrastructure within the community, such as residential buildings, emergency shelters, and roads. Community facilities are the first targets of public emergencies. They have strong functionality and are an important part of ensuring the safety of residents and reducing the harm of public emergencies. They are the basic guarantee and key element for building a resilient community.

2) Community governance system: The organizational system, management mechanism and other elements that maintain the operation of the community. The governance system is a feature of community autonomy. It is a bridge connecting the national system, social organization system and community system. When public emergencies occur, the community governance system is very important for the judgment and response of the event, and often plays the role of the brain.

3) Community resident system: The resident system refers to individual residents in the micro community. They are the main disaster-bearing bodies of event impacts and are also the key system that determines the level of community resilience. Since community residents themselves have certain economic and social attributes, they have different levels of economic strength and knowledge and skills and other resources, which are important guarantees for residents to make correct decisions and respond to events. These resources largely determine the carrying capacity and disaster resistance level of residents. Therefore, the community resident system is actually a combination of residents and their additional resources.

#### 4. SPECIFIC PATHS FOR THE FIVE COMMUNITIES TO WORK TOGETHER TO BUILD A COMMUNITY

Strengthening the community system through the linkage of five communities: Through the linkage of five communities (community neighborhood committees, social organizations, social workers, social welfare and charity resources, and community volunteers), we can strengthen different systems in the community and improve the community's adaptability, resistance, and recovery from different aspects.



The core of the “Five-Community Linkage” lies in linkage, which is the joint governance of the community by multiple entities. Each entity plays its own role to improve the resilience of the community and build a resilient community. The government connects with the community party organization. At the same time, the government is responsible for the purchase of community social organizations and social workers. The community party organization and party building are jointly led, with the community (community neighborhood committee) as the platform, social workers as the backbone, social organizations as the carrier, community volunteers as the auxiliary, and community public welfare and charity resources as the guarantee [10]. Collaboratively build a resilient community, manage and optimize the three systems of the community to strengthen the community’s adaptability, resilience, and resistance.

Community facilities system is strengthened. Community social organizations (owners’ committees, etc.) collect community public welfare resources through social or community channels to maintain and repair hardware community facilities systems, such as emergency sites, roads, and disaster prevention equipment. Community social organizations can learn about the current conditions of the community through community neighborhood committees, or deal with community-related facilities based on residents’ suggestions.

The community governance system has been strengthened and separately assigned to the community neighborhood committee. The community neighborhood committee has transformed from a regular full-time housekeeper to one that is only responsible for the community governance system, greatly improving the work efficiency of the community neighborhood committee.

The community resident system is strengthened by having social workers use their professional knowledge to provide incident response training to community residents, thereby improving their ability to deal with public events and their psychological quality. Volunteers are also selected from the community and given more professional training so that they can respond quickly when incidents occur.

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