Emergency Obstruction and Agile Management in Super large Residential Community

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Emergency Obstruction and Agile Management in Super large Residential Community

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[Key words] Emergency management; Risk prevention and control; Agile governance; Super large residential community

1、 Introduction

As a large living entity of "city within city", the super large residential community gathers all kinds of resources and population in the city, and shows more demand heterogeneity and contradiction derivation in urban governance, which is a comprehensive expression of urban governance difficulties. While attracting the spatial transfer of the surrounding population, the city's super large residential community also makes the urban problems appear integrated, centralized, and disseminated, which makes it easier to solidify thinking and lag behind due to its own size. When dealing with sudden public crises, such communities are more prone to passive emergency management limitations such as relatively sluggish emergency warning, weakening community autonomy, and unsustainable political mobilization [1]. According to the local practice of the management reform of super large residential communities, the management models of "one community with multiple streets (neighborhood offices)", "one community with multiple residences (neighborhood committees)" and "one community with one committee (management committees)" have been successively adopted in various regions, but they are still insufficient to solve huge social problems [2]. Especially when dealing with various risk events, the existing governance methods have brought new social instability factors and economic losses. Academics have paid attention to the above issues, including the analysis of the risk causes of super large residential communities, the screening of governance obstruction and the alienation of risk relationship; the study of the game mechanism between communities and governments from the perspective of spatial risk; There are also studies on the composite governance model of large community residents' autonomy, community co governance and social public governance from typical cases; In addition, through revealing the characteristics of urban islands, cultural depressions, and lack of management experience in large newly-built urban communities, we advocate the transformation of community planning, community service, and regional development to achieve community management innovation [3]. However, most of the above researches focus on the normalized management of super large residential communities, and few

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literatures have made in-depth analysis on the problems of super large residential communities in the face of public emergencies or emergency situations. Based on this, this paper, from the perspective of emergency management, combines the previous research on governance of super large residential communities, uses the theory of agile governance to analyze the process of "Guiyang Flower Orchard Community" in response to emergencies, presents the multi-dimensional obstacles of emergency management and their causes, and proposes the principles and implementation path of agile governance.

2、 Emergency Obstruction in Large Urban Residential Communities

（1） Structural characteristics and risk performance of super large residential communities

At present, there is no clear definition on the measurement standard of urban super large residential community. Some studies distinguish super large residential communities by the size of all residents and land in the community: communities with more than 30000 residents and an area of more than 2 square kilometers are super large residential communities; Some people think that on this basis, it should be included in the administrative planning section and the number of population movements and other indicators for consideration; In the official documents issued at present, the Beijing Municipal Government has defined the super large residential community, In 2020, the Notice of the General Office of the People's Government of Beijing on Printing and Distributing the List of Important Reform Measures in Beijing during the "Fourteenth Five Year Plan" requires that "more than 80 super large residential communities with more than 5000 households will be split in this year to achieve more scientific and effective community governance and service integration." It can be understood that the community with more than 5000 households will be recognized as a super large urban residential community. The Guiyang Flower Orchard Community, Guiyang Future Ark Community, Nanjing Changjiang Century City, Beijing Tiantongyuan, and Shanghai Kangcheng Large Residential Community outside the Outer Ring Road of Shanghai, which are involved in this paper, are all super large residential communities with obvious characteristics.

At the beginning of the construction of the urban super large residential community, it mainly relied on the low selling price or urban shantytown reconstruction and other projects to attract a large number of owners to buy by advertising that "basic living needs can be met without leaving home". As an integrated residential complex with two sides, the super large residential community provides a new idea for the transformation of the old urban area, but the following prominent contradictions, such as traffic congestion, dense flow of people, complex environment, and high management pressure, have become new urban problems. At present, it is difficult to effectively govern the super large residential community, especially when a public crisis occurs, the emergency management process in the community highlights the asymmetry of the governance ability and physical shackles of the super large residential community, and the governance difficulty is significantly improved. Under the impact of the COVID-19, similar to Guiyang Huaguoyuan Community and Qingdao Luxin Changchun Garden Community, the cost of management and control after the occurrence of confirmed cases in the community is extremely high, the probability of risk spillover is far higher than other communities, and the efficiency of emergency management is low.

Guiyang Huaguoyuan Community is located in the 1.5 ring area between the old urban area and Huaxi Cultural Tourism District in Guiyang, with 22 residential areas in total. As a shantytown reconstruction project launched in 2010, one of the outstanding characteristics of the community is its huge demolition scale, involving more than 20000 households, 100000 people and more than 4 million square meters of demolition area. At present, a super large community integrating business, office, hotel, residence, school and entertainment has been formed. At present, Huaguoyuan has 311 super high-rise buildings with 35 to 47 floors, with a building area of 18.3 million square meters, more than 500000 residents, and an average daily inflow of more than 800000 people. The

Huaguoyuan Community is managed by three sub district offices, with 13125 people served per capita. Due to capital problems, the Guiyang government introduced enterprise operation in the later period, that is, preferential land prices enabled enterprises to obtain development rights, thus creating a huge community myth, forming a huge residential community with a huge population. The Huaguoyuan Community is also known as the first building in Guizhou Province, becoming a well-known "business circle" and "scenic spot" in Guiyang. However, as a typical population introduction community, Huaguoyuan Community has a large population, heterogeneous and diverse needs, diverse population composition, and concentrated vulnerable groups, the natural negative resource endowment, under the impact of sudden public crisis, has exposed such problems as slow and lagging community service functions, weak management, and a single emergency management model: in the novel coronavirus pneumonia epidemic at the end of August 2022, 75% of the unit buildings in Huaguoyuan Community, including Phase I, Zone E, Zone Q, Zone S2, Zone V, Zone M and Zone W1, are classified as "medium and high risk areas". Up to now, Huaguoyuan Community is still the community with the largest number of confirmed cases in Guizhou Province. Since September 3, Guiyang Flower Orchard Community has implemented silent management and control, but the epidemic transmission chain has continued to extend, with spillover. On September 5, Guiyang government said at the meeting: "From the distribution of the positive infected people, the positive infected people in this round of the epidemic are mainly concentrated in Huaxi District and Huaguoyuan District of Nanming District; from the perspective of the transmission chain, 40% are associated with Huaxi Shibandi Logistics Park; 23% are associated with Huaguoyuan; and 9% are associated with the future Fangzhou District. It was learned at the press conference on the prevention and control of COVID-19 held in Gui'an, Guiyang on the afternoon of September 7 that as of 14:00 on September 7, Guiyang had screened positive infections 301 cases, including 188 cases in Huaguoyuan Community.

Behind emergencies, secondary disaster risk is often the key point of social risk prevention and control, such as material supply time fluctuations and mass events caused by technical differences of temporary online distribution intelligent platforms; Social contradictions caused by disputes between property companies and residents caused by distribution problems caused by rental rights and interests; Secondary public opinion risk caused by accidental events; The derivative risks caused by secondary disasters, etc. Because of the large scale of the community, social information exchange depends on the network platform, and the network information also makes the community residents' own living environment and high attention. Community related information is also very easy to cause public discussion and dissemination. The timeliness of information in special periods is easy to cause group psychological anxiety, and aggravate the risk of network public opinion transmission. Based on this, this paper puts forward the question of why public crises occur frequently in super large residential communities and how difficult it is to deal with them. It attempts to deconstruct the social problems, potential risks and causes of Guiyang Huaguoyuan Community's response to the COVID-19 epidemic in September 2022, and analyzes them from the four dimensions of disaster recovery, independent response, disaster bearing capacity and secondary impact in the emergency management theory, The typical emergency shackles of the community in this public emergency and the reasons behind them are obtained, as shown in Table 2.1 Risk discrimination table of super large residential community, and the specific analysis is as follows:

Table 1 Risk discrimination table of super large residential community

Concentrated performance	reason	Result response	characteristic

Physical shackles and separation of rights and interests	Management black box	Reduce disaster tolerance Increase the risk of secondary disasters Affect independent disaster response capability Weakening disaster recovery capacity	More risk sources Difficult governance Wide spread Complex and easy to derive
Lack of service of the property company	Structural Embedding		
Fuzzy power and responsibility and single means	Overload		
The Reality of Emotional Identity	Attribution is weak		

（2） One of the emergency obstacles: ″black box of management″ caused by the lack of service of the property company

Most super large residential communities are managed by property companies. Due to the development barriers of property management market and the lack of regulatory system, a large number of disputes between property and residents in super large residential communities broke out frequently, especially in the "public crisis emergency period". According to the author's research, Huaguoyuan Community is currently managed by 4 neighborhood committees and 9 property management offices (unified property company), but the owner's autonomous organization has not been established for a long time, and there is no actual owner's committee. In the absence of effective supervision and restriction, the property company rented the owner's platform square to merchants without authorization, set up facilities in violation of regulations, high property fees, overbearing terms, etc., which became a prominent problem reflected by the owner, and various disputes often occurred between the property and the owner. The property company of Huaguoyuan was originally owned by "Honglicheng Group". Now, due to the internal decision-making problems of the group, the property company under the group is currently listed for transfer, neglecting the service supervision and overall arrangement of each building, and the huge population size also restricts the service of the property company. During the outbreak of the COVID-19, the property company even detained the emergency supplies issued by the government and delayed the delivery. This opaque management mode makes the management mechanism and benefit distribution of owners and property companies have serious information asymmetry. The management of property companies is like a "black box" - owners can see the input of various resources and the output of public services and goods that are far from being expected. 4 The operation mechanism hidden in this huge organizational system is vague for owners, The contradiction between self service and business also indirectly led to the difficulty of property companies to play the role of "guide". This outstanding structural contradiction restricted the formation of "community community" during the crisis event, and also reflected the loss of endogenous order and multiple relationship pedigree in the vertical management of emergency management of super large residential communities, reflecting the lack of effective system supply and governance means in the grass-roots governance field.

This information asymmetry is reflected in two aspects of the imbalance in the management vertical relationship. (1) The phenomenon of "one-man show" of the property company is obvious: the community party organization is still dominant in the community governance, which is dominated by the ability to command and mobilize resources. In order to ensure the stability of the community order, it often acts as a "paternalistic" image and puts forward the design route of community governance from top to bottom, The relevant property and other participants were passive participants under political pressure. As time passed, the property company was suspended between the grass-roots party group and members, and could not effectively communicate with the grass-roots government or members, forming a protracted situation of "building a stage", "singing solo", and

"watching or cooperating with members". (2) The phenomenon of "polarization" of community neighborhood committees is highlighted. In the actual operation of community emergency management, the neighborhood committee is alienated into a comprehensive functional body integrating administration, autonomy and service. It not only executes the administrative orders of the government and the Party committee, but also provides community independent management services. When facing community risks or complex environments, this "one corner multi-function" positioning is bound to fall into role tension and role conflict, It reduces the governance efficiency of public crisis. As the problems of resource dependence and unclear division of power and responsibility still exist, community neighborhood committees often sacrifice autonomy and service functions, preferring the coordination of party and government relations and the completion of action tasks, thus moving towards "administration" and "omnipotence".

（3） Emergency Obstruction II: The ″Structural Embedding″ Problem Caused by Physical Shackles and Rights Separation

As a representative of the super large residential community, Huaguoyuan Community is positioned as a large-scale shantytown reconstruction project, also known as the "largest shantytown reconstruction area in China". According to statistics, the number of relocated households has reached more than 25000. It is obviously impossible to complete such a huge construction project only through the finance of the local government. Therefore, a large number of priority development rights have been granted to developers and preferential policies have been given in terms of floor area ratio, building density, etc. The most typical feature of Huaguoyuan Community is "high and dense" - except for the first phase of the construction project, the basic floor height is 43 floors, and the house type is an extremely dense fan design. There are three units in a building, with at least six households in each unit. There are more than ten households in each small house type building, and the lighting efficiency is extremely poor. The natural physical shackles of this crowded and blocked living area have increased the potential public risks of the super large residential community, such as the imagination of elevator congestion during rush hours, unreasonable parking space allocation, disorderly parking and road occupation in the community, lack of public space, tight life service allocation, and residents forced to congestion in the community for a long time, This physical environment has also brought great difficulties to the prevention of the COVID-19 epidemic. For example, the "hand to hand vegetable event" that triggered public opinion has increasingly exposed the weak emergency infrastructure and insufficient public space in the flower orchard community.

There are a large number of households with different structures in Huaguoyuan Community, such as commercial and residential dual-use, multi person sharing, etc. In the face of the impact of the COVID-19 crisis, many tenants are quite different from the owners in the allocation of rights and interests. In the early stage of silent management, a considerable part of the anti epidemic materials were distributed according to the registered number of households rather than the actual resident population, which obviously could not meet the rights and interests of the people sharing the rent in the community; Some owners privately transform the kitchen into a bedroom for rent, which indirectly makes it difficult for some tenants to get enough living materials, lack the conditions for living at home, and even some tenants cannot have the opportunity to detect nucleic acids every day. This separation of the rights and interests of the tenants and residents further increases the negative emotions and secondary risks within the community, which is also a reflection of the poor functioning of the emergency system and the relatively weak dynamic response mechanism of the flower and fruit garden community.

The gap in physics accelerates the lack of public participation caused by the alienation of rights and interests of members, which reflects the unbalanced participation, low efficiency and strong passivity of members in the governance of super large residential communities in China. On the one hand, it reflects that the consciousness of subject and obedience under the traditional management system has reduced the initiative and value orientation of citizens' participation. The "culture of residents' participation" is immature, and the participation mentality of

"following the trend and being content with the status quo" is widespread. On the other hand, the lack of community residents' public spirit characterized by collective awareness, right awareness and negotiation awareness is also the main reason for the lack of community residents' participation. This lack makes citizens attach great importance to their own economic interests, lack of public welfare care and volunteer spirit in the emergency system. When individual citizens' interests conflict with community interests, individual citizens' participation in "free riding" is common, "Community awareness" cannot be formed within the community, which increases the difficulty of governance under emergency conditions.

（4） Emergency Obstruction 3: Management ″Overload″ Caused by Ambiguous Rights and Responsibilities and Single Means

Huaguoyuan Community is similar to most super large residential communities. The number of residents is huge and the source is complex. The proportion of the old and weak groups is large, and the demand for public services is high. However, the basic public facilities such as education, medical care and transportation in the community are weak. There is a serious management "overload" in the community: the proportion of basic public services in the community is unbalanced. For example, the Huaguoyuan Community Service Center, which serves 500000 residents, has only 43 staffed staff. On average, one staffed staff will serve more than 10000 residents, and only 4 neighborhood committees are planned in the community. Under the impact of the COVID-19, Huaguoyuan Community, which has a population of 500000 residents, has only planned four community health service centers, which have not yet been put into use, reflecting that the organizational bottleneck of the super large residential community in responding to emergencies - the legal self governance unit, is highly dependent on government governance in reality. Under such a distorted service ratio, in addition to relying on the basic administrative services provided by the community service center, the super large residential community obviously needs a large number of volunteer organizations, social organizations, etc. in the emergency management link. The single management means framework has been proved unable to provide services for the huge community population in this round of public crisis.

This separation of rights and responsibilities is also reflected in the disorder of horizontal linkage, which indirectly restricts the operation linkage of social organizations and makes it difficult to form an "up and down linkage" emergency feedback mechanism: in the emergency management of super large residential communities, the activities of social organizations are trapped and resource conditions are trapped most obviously. The activity field defines the work content, action space and code of conduct for social organizations to participate in community governance. Social organizations that provide community services by purchasing services from the government are constrained by the dominance of government outsourcing projects, focusing on the satisfaction of the government. It is difficult to reflect the real public needs of residents in emergency situations, such as health codes, mobile phone APP network registration, etc. in the process of community epidemic prevention and control at different ages Influenced by education level and other factors, it is easy for individual differences among community groups to lead to technological fragmentation, leading to differences in the rights and interests of some community members, which reflects the problem of unclear responsibility boundaries and scope in terms of the depth and accuracy of organizations' participation in community governance. The construction of super large residential community service system led by the grass-roots government is characterized by "community oriented government social functions, with more governments but less society". Therefore, it is easy to ignore the participation and response of community organizations and residents, which makes the emergency response of super large residential communities slow. The structural contradiction between the excessive scale of governance, the insufficient supply of basic public services in the unit space and the excessive population highlights the problems of overload of the community autonomy system and suspension of technical governance, and also restricts the intelligent governance emergency system of super large residential communities to play its due

governance effectiveness.

（5） Emergency Obstruction 4: ″Decline of Belonging″ Caused by the Reality of Emotional Identity

As a typical representative of a super large residential community, Huaguoyuan Community has a very common phenomenon of household separation. The proportion of people from other places buying houses is 60-70%. The relative source of fixed residents in the community is complex, with a large proportion of the elderly and young groups. The divergence of members' action power has become a major problem in the prevention and control of the COVID-19. In addition, the community population structure is unbalanced and the public services are inadequate, which makes it extremely difficult for the government to control the community population. However, the relatively "unfamiliar" living environment is difficult to make the residents' neighbors have emotional identity, and this divergent social residential relationship is difficult to form a good linkage community when responding to emergencies, so the community is often labeled as "quick community, rootless community". When carrying out unified silent management, residents in the same building also frequently complained and blamed each other, which increased the governance burden of community workers, and indirectly reduced the efficiency of the emergency response mechanism due to the divergence of collective action.

The emotional space of the super large residential community is compressed, and the initiative of supervisors is reduced. Chinese traditional cultural concepts and the atmosphere of community interpersonal relations are the premise of community emotional governance. However, with the development of social modernization, diversification, rationalization and atomization, the space for community emotional governance has been gradually compressed, which is reflected in the compression of interpersonal space and the reduction of emotional identity. The compression of interpersonal relationship space is due to the wide source of residents in the super large residential community, the complex personnel structure, the "passing" mentality of the "tenants" floating population, and the lack of trust among the community population, which are quite different from the traditional community "acquaintance society". The overall integration of residents is not high, and it is difficult to make rapid response to sudden public crises. Due to the mobility and complexity of the population in the super large residential community, different groups have great differences in education, professional background, living habits and other aspects. Their demands for community public management and services reflect multi-level and diverse characteristics. It is difficult to produce a "resonance effect" in the face of community risks and contradictions. Community cadres are difficult to mobilize the enthusiasm and empathy of residents, and the collective action ability is restricted. The second is the reduction of emotional identity. Under the influence of Chinese traditional human culture, community residents follow their unique human habits, that is, the governance means in emergency situations of "stranger society" not only need to be legal and reasonable, but also need to be reasonable. However, due to the normalization of population mobility in super large residential communities, the concepts of "home", "collective" and "relative security" have been gradually reduced. The lack of security has made the community more closed and preventive. The community's "strict door access" clocking and face brushing structure has dispelled the emotional identity of community residents, making human habituation become regularized [5]. It reduces the emotional dependence and identification of residents on the community, and narrows the ownership of the community from the community to the community, and then to the category of "buildings" and "homes". The decline of this "sense of belonging" and the government's emergency requirements show a "vicious circle", making more community residents willing to participate outside the system.

In general, mega residential communities have the following characteristics when dealing with sudden public crises. First, there are many social risk sources. Because of the superposition of population heterogeneity, infrastructure vulnerability, economic function complexity and other factors, there are more potential risk sources

within the community; Second, the spread and scope of loss increase, and there is a "flying off" effect. 6 The wide amplification effect of risk spread is likely to cause risks or large-scale panic in the secondary community, which will greatly increase the uncertainty and risk of risks in the community, and may quickly spread to other areas of the city after disaster losses in the super large residential community, greatly increasing the difficulty and requirements of governance; Third, there is heterogeneity in governance needs, and the population of community species is diverse. Most of them have implemented precise policies for each individual in emergency prevention and control species, leading to the existence of individuals with different risks in community groups, which has increased governance costs. Fourth, the types of risks are complex and easy to derive secondary risks. The diversification of risk sources makes it difficult for the governance center to cover all types of risk subjects and conflict sources, and secondary disasters are more likely to be derived under the catalysis of time and public opinion. The risk performance, causes and results of super large residential communities are not one-to-one correspondences, but are often the result of multiple factors. Therefore, the author presents the above analysis in a more intuitive way through the following figure, and divides its performance, causes and results into three different levels of elements for expression, as shown in Figure 1 Emergency Obstruction Analysis of Super Large Residential Communities:

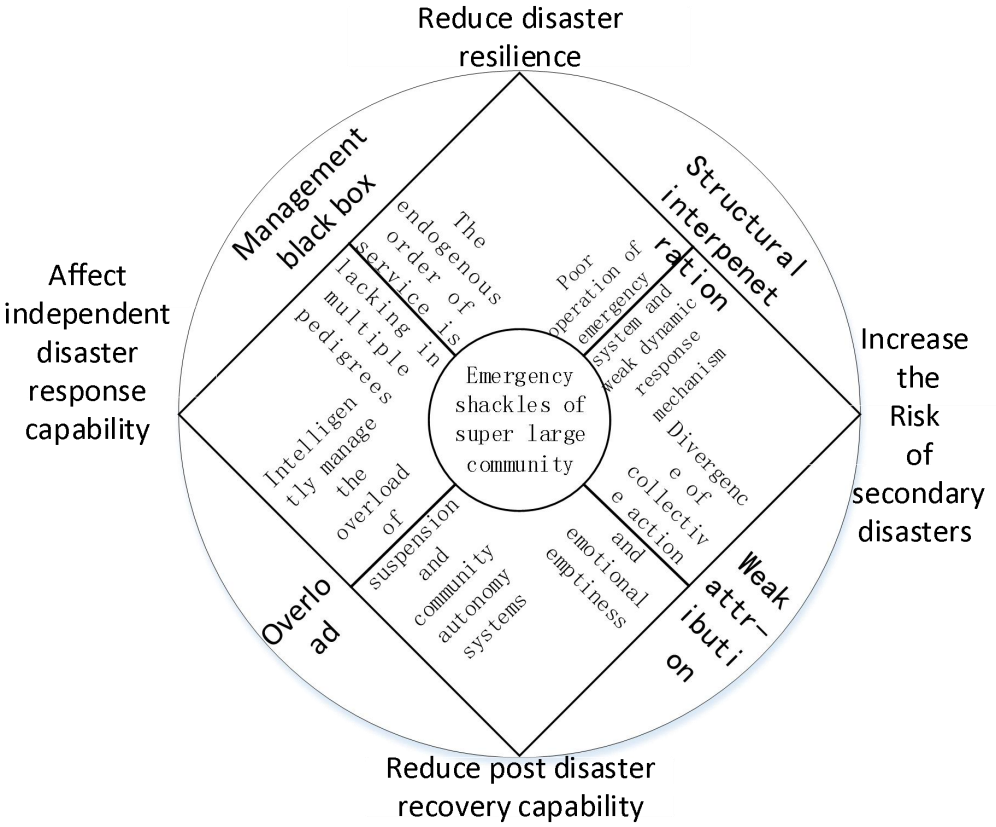

Figure 1 Analysis of emergency obstruction in super large residential community

3、 Agile Governance and Its Theoretical Logic

（1） Research on agile governance

In a modern society where development opportunities and risks and challenges coexist, major public emergencies significantly affect the stability and development of a country or region. When dealing with sudden

disaster risks, the emergency management system of super large residential communities is faced with huge challenges due to their own shortcomings, and the emergency problems faced by cities are concentrated from another dimension. Under the impact of the novel coronavirus, the workload and intensity of emergency prevention and control in super large residential communities, such as Guiyang Huaguoyuan Community, Guiyang Future Ark Community, Qingdao Luxin Changchun Garden Community, are far higher than other communities, and the traditional emergency management system is difficult to play its due governance and management efficiency. In the analysis of this public crisis, on the one hand, it highlighted the important role of volunteer organizations in the emergency response mechanism, on the other hand, it also magnified the "aphasia" phenomenon of members in the super large residential community, blocked residents from forming a "community" with the community and other issues, and restricted the effectiveness of governance under the emergency situation of the community.

Through the above analysis, combined with the analysis of research data, it is found that the traditional risk governance model and emergency management methods are mostly based on "pre prevention", and their logic is realized through the rule of law, cooperative governance, risk awareness cultivation and other measures. Therefore, the basic means are based on early prevention, early discovery, early response, and early recovery [7]. However, the crisis complexity of super large residential communities is higher, and the spread speed and derivative types of risks have exceeded the cognitive ability and prevention and control ability of the existing risk governance system. In general, overload of autonomy capacity of super large residential communities, weak emergency infrastructure, poor operation of emergency system, suspension of digital technology governance and divergence of collective action force are practical factors restricting the construction of resilience system of super large urban communities.

For traditional risks, people's cognitive judgment is relatively sufficient, while emerging risks have cognitive fuzziness and uncertainty in development, which often make it difficult to judge the harm caused to people, and may lead to more serious public events [8]. Various risk factors in modern risk society are complex and intertwined. Emerging risks and secondary risks emerge in large numbers. More and more scholars believe that adopting an "agile" governance path is an effective way to deal with major public emergencies. The word "agile" originated from manufacturing industry at first, so the word "manufacturing agility" highlights that the two-way interaction between production technicians and targeted consumers should be increased in the production process of enterprises - shorten the product life cycle8, and adjust the production relationship of products according to the rapid and sensitive way to further improve the operating efficiency of enterprises and enhance customer satisfaction or change production, Nowadays, more and more organizations are trying to apply agile methods to their own businesses and adopt agile paths to adapt to changes in the external dynamic environment, so as to obtain high performance and competitiveness [9]. After decades of evolution, the "Agile Governance: Restructuring of Policy Making in the Fourth Industrial Revolution" released by the World Economic Forum in 2018 proposed a new concept of "agile governance". So far, agile governance has also completed the development of multi-agent fields from enterprise production to social organizations and government departments. In terms of its definition, agile governance is successively considered as a strategic countermeasure [10], means and mechanism [11], capability and decision-making process [12]. In general, the currently accepted definition is a set of actions or methods with participation, mobility and responsiveness, and a sustainable decision-making process that is flexible, inclusive, applicable and people-oriented [13], [14]. After three stages of "tool agility", "value agility" and "paradigm agility", Agile Governance has gradually become an important paradigm in the field of public management [15]. Chinese scholars have conducted research from multiple perspectives: Xie Xiaoqin based on the theory of boundary governance, balanced governance, refined governance, etc, An agile governance framework integrating "concept, system and technology" has been built to explore the construction process of Chengdu's smart city. It is believed that the multi collaboration led by the Party and government provides support

for the agile governance of megacities, big data empowerment provides smart governance for megacities, and information sensitive response provides perception for the agile governance of megacities [16]. Cao Haijun drew on the innovative experience of the United Kingdom, the United States and Australia in promoting government governance through agile governance to analyze the existing problems in China's digital government construction. He believed that the organizational environment, data security, collaboration capability and communication platform were the main reasons for China's digital government construction, and built a three-dimensional theoretical framework of "structure process function" based on the perspective of agile empowerment to accelerate the digital transformation of China's government [17]. Based on the high compatibility between agile theory and drug online trading, Liu Lin proposed optimization strategies for drug online trading mode from three aspects: governance objectives, governance tools and governance subjects, which helps maintain the dynamic balance between safety and efficiency of drug online trading [18]. Based on the theory of agile governance, Han Ruibo explores the practical direction of rural digital governance from three aspects: the orientation of intelligent governance, the orientation of minimalism and the orientation of humanism, which helps shape a new vision of intelligent governance of rural governance [19]. To sum up, Chinese scholars "embed" agile governance forces as a new model into various social problems to explore solutions, focusing on the application of tools. As the end of urban social risk governance, mega city communities have not received a systematic response from the academic and physical communities to enhance their risk resilience and promote the modernization of their governance capacity and governance system. In particular, super large residential communities are more likely to be sluggish and passive in public crisis events. Compared with other communities, they have more urgent time, wider influence and faster transmission. According to the agile governance idea, the disaster response mechanism emphasized in the agile governance theory is the coupling and coordination of "perception ability+response ability+processing ability", which can exactly respond to the above problems from different dimensions to a certain extent. To sum up, the author tries to make the agile governance theory logically correspond to the above problems in the emergency management of super large residential communities from the theoretical origins, governance subjects, structural advantages, etc. Therefore, this paper, guided by the agile theory, responds to the multi-dimensional obstacles in the emergency management of super large residential communities, and based on the value concepts of "inclusion", "change" and "humanism" contained in the agile theory, provides a practical direction for the emergency management of super urban communities in China.

（2） The logic of agile governance follows

Obstructions in emergency management of super large residential communities often need to be solved by multiple organizations. In the face of diversity, systematicness and complexity of community governance, traditional block system is prone to benefit barriers and power solidification [20]. With the complexity of the internal organization and individual structure of large communities, the interaction between their internal components is increasing, the technical risks behind them are also rising, and the coupling degree of governance requirements is greater. From the perspective of practical effectiveness, agile governance meets the governance objectives and efficiency requirements for responding to major public emergencies: government organization and management system are the logical starting point for governance of major public emergencies: although "rational bureaucracy" is an important basis for precise handling of events, it may greatly reduce the participation in governance of major public emergencies due to the management range, levels, procedures, etc. [21], How to find a balance between "quick response" and "accurate positioning" is the first contradiction of emergency management. The transformation between potential risks and public crises is becoming more and more complex. It is difficult to complete the identification and judgment of risks through a single department. Restricted by the responsibilities, professional level and procedure flow of hierarchical departments, risks often show attenuation in the organizational flow process, known as "institutional attenuation of risks". Problems in any of the intermediate links

will lead to deviations in the perception of potential risks [22]. However, in the bureaucratic governance structure, due to the division of responsibilities, the risk responsibility is ambiguous. The organizational department implements "self-protection by avoiding responsibilities" according to the existing rules and regulations, which cannot be accurately perceived. The potential risks cannot be timely regulated and are amplified, causing the risk regulation system to be sluggish, thus triggering major public emergencies. Risk perception is the source of emergency response to major public emergencies. In the actual situation of governance of major public emergencies, the emergency response mechanism needs to follow the legal procedures. If the established procedural rules reduce the emergency efficiency, the emergency commanders need to ask for instructions and wait for the decision and deployment of the superior in order to avoid accountability. The greater the impact of emergencies, the hesitation of the front-line main departments may be at the cost of sacrificing efficiency, The second contradiction in the management of emergency events in super large residential communities is how to think carefully between "multi organization" and "sensitive knowledge". In response to sudden public crises, strict control over the community is essential under certain circumstances, but the population of the super large residential community is a "double-edged sword" in emergency management: if a certain number of people in the community can be mobilized to form a "community of interests" under the leadership of the grass-roots government to concentrate their efforts, the efficiency of risk handling and the enthusiasm of public opinion can be significantly improved; If there is obvious separation of human feelings in the community and residents' action power is divergent, it will not only expand the scope of risk impact, but also easily cause social conflicts and public opinion problems at all levels. How to consider decision-making between "strong government" and "large community" is the third contradiction in the emergency management of super large residential communities.

Agile theory can respond to the above three contradictions to a certain extent from the three levels of principle traceability, coordination subject and structural advantage. From the perspective of principle traceability, the theory of agile governance is based on "rational economic man". Enterprise agility itself includes the perception and response to crisis and risk. Agility is an ability for enterprises to face crisis, perceive crisis, handle assets, evaluate risk and implement accurately. Therefore, the idea of agility has a good guiding role in the emergency management of major emergencies in the public domain. The flexibility emphasized by the agile theory is the key to deal with the shackles of the organizational structure of the super large residential community itself. For example, promoting speed in the direction of agile feedback, agile supply chain, and material agile support can effectively ensure the governance efficiency of the emergency system. From the perspective of the coordination subject, the agile theory emphasizes that "sensitive perception" and China's multi subject cooperation are the matching requirements for the governance of major public emergencies: in public crises, multiple social subjects need to participate in breaking through the scope of a single government subject to form a large governance system that includes close cooperation between the "state and society". However, the grass-roots government led by the Party building is still dominated by various subjects. In the face of emergencies with multiple levels and large scale of governance system, the governance agility of the grass-roots government needs to be demonstrated even more - playing a leading role among organizations, using advanced technology tools to improve organizational agility, realizing the construction of dynamic alliances, leading various organizations to coordinate and interact quickly, and meeting the requirements of efficient governance cooperation for major public emergencies. From the perspective of structural advantages, first of all, agile governance is inherently applicable to the complexity and instability of situations. It has an adaptive structure that transcends administrative levels and overcomes information asymmetry. It supports giving sufficient discretion to enhance the flexibility of organizational actions, encourage continuous self reflection and rapid learning, and provide necessary procedures and knowledge for shaping new management methods [24]; Secondly, the agile concept sets the direction for the transformation of modern social emergency management, advocates that government decision-making should be guided by the

expression and realization of social public values, embed "agile" methods into governance space and workflow, and respond to and integrate changing social needs in a more efficient way; Thirdly, agile governance emphasizes the flexibility of governance space, the flexibility of governance mechanism and the synergy of governance processes. With the new environmental changes, the coordinated organization system and unit model provide new ideas for emergency mobilization of super large residential communities. Agile governance theory is a useful and adaptable tool, which can enhance the initiative from the organizational system level, strengthen the optimal design of the system to realize the agile and smooth operation of the system, avoid falling into the passive or sluggish situation of major public emergency governance, and bring about action agility, sustainability and organizational competitiveness, so that the organization can deliver value faster, better and more efficiently, It has put forward new guiding significance for the emergency management system of super large residential communities in identifying and handling regulatory factors, overcoming management obstacles, and formulating overall strategies [25].

4、 Realization path of agile governance of public crisis in super large residential community

The agile governance model outlines a systematic idea for the optimization and innovation of emergency management in super large residential communities. After the theoretical response from the three levels of original theory traceability, collaborative subject and structural advantage, we can easily know that the agile governance theory, as a more autonomous, adaptive and transformative sustainable governance idea, can, to some extent, provide a new perspective and grasp for the conceptual renewal and practical expansion of community emergency management. When dealing with the impact of unexpected risks, the agile government can effectively respond to the changing public needs and various changes in the situation of emergencies in the face of unexpected public crises, giving play to its ability to quickly identify, predict and respond. At the same time, an "agile government" with both stable structure and agile characteristics will be easier to give further play to the political leadership of the Party, and lead organizations to accelerate the formation of a "one core and many parties" concentric governance pattern in the public crisis, with the community party committee as the leading core, and community organizations, autonomous groups, service centers and other multiple subjects as the supporting response. Based on this, after integrating previous research and exploration on agile governance, the author combines agile theory and risk management theory with China's unique system, tries to analyze the optimization path of the existing problems in the current emergency system of super large residential communities, and draws Figure 2 according to its characteristics, as follows:

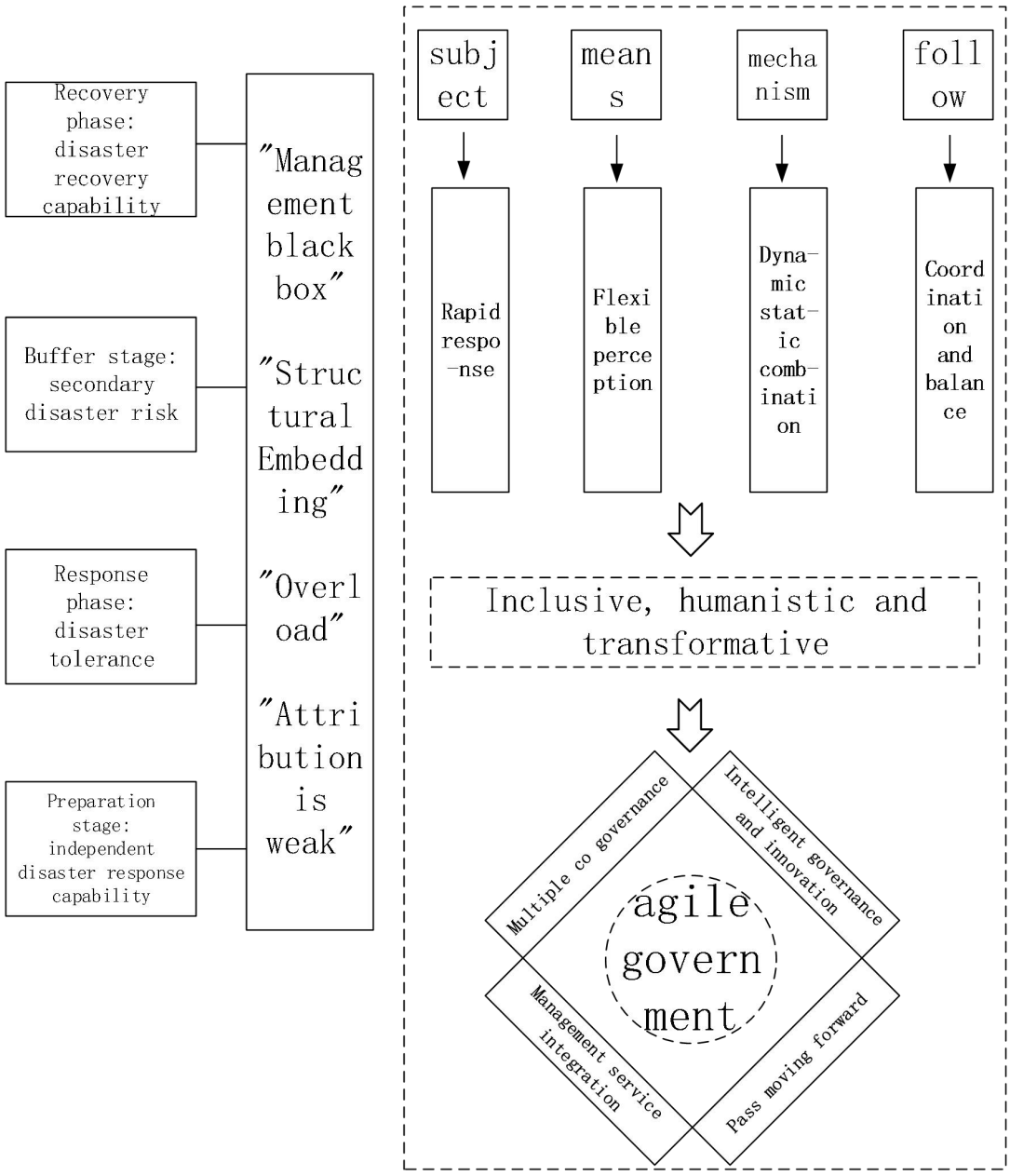

Figure 2 Triple Response of Agile Governance

（1） Coordination and balance: multi governance to stimulate community emotional belonging and disaster response vitality

In the face of highly complex and uncertain public crisis, agile governance theory believes that it is necessary to decompose complex tasks, that is, balance social security and reasonable public needs. First of all, the priority issues of public needs should be clarified according to the standards of value, necessity, urgency, etc., and the responsible person should be specified for each task to form a coordinated and balanced governance subject, so as to build a link to ensure the balance of stakeholders' rights and interests and the sustainable cycle of management processes [26]. At the same time, explore that social organizations and other subjects participate in multi governance is the lifeblood to stimulate community vitality. Digital innovation of interests and other means fully authorize the transformation of governance means, realize digital infrastructure, and further provide learning

channels for grass-roots personnel to improve their literacy. Secondly, it is easy to give full play to the positive role of enterprises, markets, social organizations and other subjects in the emergency management system by giving full play to the flexible feedback of pluralistic co governance, and giving full play to the development opportunities of government enterprise cooperation, government community cooperation and other modes. The "agile concept" has simultaneously enhanced the government's coordination and collaboration capabilities. By building a cross departmental, cross hierarchical and cross regional integrated operation system, optimizing the collaborative disposal process, and strengthening the reform system integration, the "administrative barrier" and "data barrier" have been broken. In an emergency state, social relations are "the most urgent internal needs of every social person". Giving full play to the "humanity" of coordination is the basic premise for the society to form the best joint force. Only good emotional relations within the community can stimulate human feelings and materialized responsibilities. On the contrary, the existence of the crisis will enhance the community individuals' yearning and communication needs, and more easily mobilize the "community power" of community residents' public space to achieve emotional communication and self realization of emotional belonging.

Faced with the non institutionalized, irregular and non political "weak participation" of residents in super large residential communities, social capital can not only promote mutual assistance of residents in crisis, achieve cooperation inside and outside the organization, but also improve the efficiency of community public products and management efficiency. By cultivating public welfare organizations with civic spirit and voluntary service as the main contents in super large residential communities, and forming a community with mutual assistance and harmonious relations among neighbors as the main characteristics, we can achieve a strong connection between "organizations members other residents", improve the emotional attribution and governance value identification among residents, and enhance the linkage ability under emergency conditions. The concept of coordination and balance helps to achieve the integration and common use of systems and platforms. In the emergency control of super large residential communities, a collective action community with unified deployment, standardization and authorization can be achieved through the construction of platform integration workflow.

In the context of digital innovation, agile theory emphasizes that the "concentration" of each governance subject has been improved through the coordination and balance mechanism, leading the community to independent management in the shaping of subordinate priority concept, collaboration and linkage ability and platform integration process, and forming a "catalytic box" of diversified governance. The government has more energy to play the role of "guide": establish an audit and management linkage mechanism, integrate the simplification of administrative approval with the optimization of in-process and post event supervision, form an interactive chain of "approval supervision", timely and effectively feed back the regulatory information to the relevant administrative approval departments, so as to link the responsibilities of the approval and supervision departments, improve the institutionalized "approval supervision" rules [27], Strengthen the effectiveness of administrative power supervision and improve the standardization and efficiency of governance. Agile government can better express the feedback of institutional supply, build rules of procedure, reciprocal rules or incentive mechanisms for the governance of super large residential communities to maintain public resources, achieve orderly operation of social organizations, clarify the scope of responsibilities of different governance subjects, reduce irregular behaviors such as the absence, dislocation and offside of governance subjects, and guide the procedural and institutionalized governance of super large communities.

（2） Flexible perception: smart governance and innovation, giving play to the advantages of modern governance

Perception ability is to use "member feedback" or "scientific and technological intelligence" to quickly perceive changes in the internal and external environment, so as to accurately find problems, adjust planning, timely early warning and prevent disasters. According to agile theory, in the face of new problems,

decision-makers should break the rational decision-making thinking, control the importance of time and opportunity, compress the decision-making chain, strengthen the sensitivity to sudden public crises, and build a responsive and inclusive government relying on digital transformation. In the traditional management mode, the way that the government finds social problems mainly depends on the number and quality of grassroots workers, which inevitably leads to a slow risk perception, and more public events and secondary risks. With the emerging technologies and enabling technologies generated by the digital transformation of cities, when responding to sudden public crises, government departments can improve the timeliness and accuracy of risk perception to a certain extent, achieve scientific research and judgment of risk levels based on the perception of the Internet of Things and data analysis technology, and improve the screening ability for major social crises. Once the risk occurs, the digital platform can intelligently diagnose social problems and contact the competent department at the first time [28]. In some cases, the "bottom-up" feedback from members is also used to sensitively perceive internal and external changes, helping the organization adjust its decision-making orientation in a timely manner, so as to better adapt to environmental changes. The sensitive perception mechanism expands the "neuron" of the governance subject, and realizes the agility in emergency management under the joint action of the urban sign concept, screening ability and problem diagnosis process.

The interactive coupling between dynamic technology and static system is the driving force to promote the development of emergency management system, and the organic integration between the two is the operation logic of system matching technology [29]. The emergency mechanism of super large residential community governance is combined with smart technology through agile theory: in terms of pre disaster risk prevention and control, we can perceive the needs of community governance in advance, achieve early prevention, early response, and early disposal, and play the role of "preventing disease"; In the process of disasters, we should do a good job in the technical assistance based on the Internet of Things and artificial intelligence, accurately grasp the community information, and do a good job in the integration, research, analysis and disposal of information; In terms of post disaster construction, it is important to enhance the timely responsiveness of technical governance, give full play to the democracy and sociality of the community, and achieve "major and minor governance" and "coarse and detailed governance". Through improving the way of information sharing among various projects, it is necessary to achieve joint cooperation to respond to public crises, maximize the effectiveness of community resources in predicting, controlling and eliminating risks, and improve the accuracy and wisdom of community emergency public risk management.

（3） Rapid response: integration of management and service, giving play to emergency management efficiency

Agile governance integrates the views of contingency theory school, adheres to the incompleteness of governance schemes and the unpredictability of risk changes, and gradually evolves in the way of "learning by doing" to promote rapid iteration of policies and multi-dimensional adjustment of implementation. Therefore, quick response mechanism is an important link to improve the survival and development ability of the organization and the public trust, and it is also a direct expression that the adaptability of the agile concept is greater than the efficiency. Based on the complexity principle of risk, the most important consideration in the emergency response system is the adaptability principle of the decision-making process, that is, how to find the critical point of integrated management and service to implement the governance means with strong adaptability: in the risk handling process of the super large residential community, the realization and co creation of social public value are the key to realize the autonomous response to disasters. Agile governance emphasizes the concept of public orientation, Rely on the digital interactive platform to provide a service bridge, and rely on the internal and external communication ability of the government when a public crisis occurs to improve the controllability of risks and responsiveness of public demands.

When the community is impacted by the public crisis, the quick response mechanism can improve the "strength" of the governance subject, integrate the public guidance concept, efficient communication ability and the process of supervision from top to bottom, "classify and sink" the focus of social governance and service, provide relatively equal resource allocation for "property companies" according to the type of service, promote the construction of community property governance community, and through the supervision, sharing and authorization of grass-roots services, Constantly generate new impetus for the supply innovation of public services. Refined service is an effective measure to prevent and resolve conflicts and risks [29], which is convenient to respond to public demands as quickly as possible in case of crisis, obtain feedback information, and promote the deep participation of the community public. Agile theory emphasizes that the communication process should be based on the principle of frequency, small scope and efficiency, and an agile communication matrix should be built to ensure effective planning of communication subjects, communication content, main audiences, communication channels and communication plans, so as to provide various professional services for strengthening and innovating social governance, reduce the "exclusivity" of community public products, and constantly enhance the effectiveness of social governance.

（4） Dynamic and static combination: move forward to improve the dynamic risk prevention system

The scope of emergency management includes emergency preparedness, monitoring and early warning, emergency disposal and rescue, post recovery and reconstruction, etc. However, risk prevention is still the basis for improving governance efficiency and reducing risk losses. The concept of "moving forward" should also be applied in risk prevention and control, and also echoes with agile governance - agile governance for emergencies is a dynamic construction process. Governance agility consists of static agility and dynamic agility. Static agility refers to the internal elements and resources of an organization with agility, which can promote the organization's coping ability through the increment of these internal elements, Static organizational agility is a potential agility, including government organizations, personnel technology, financial resources, legal systems, policy tools, etc; Dynamic agility refers to the process of dynamic construction of an organization. It refers to the agility framework composed of agile drivers, agile providers and agile capabilities, including information public opinion supervision, political requirements, public responsibility requirements, public life order, etc., which gives play to the additional effectiveness of dynamic elements and builds a "transformative" risk prevention system. According to the theory of crisis life cycle, the incubation period of crisis events is more difficult to be identified than the emergency period, spreading period, settlement period and other processes of events, and a more dynamic emergency system is needed for risk prevention. In the traditional emergency response system, disaster prevention often stays at the level of "static" prevention and control, neglecting the role of "dynamic" agility, and prone to sudden public crises spreading rapidly in a short time. In a volatile risk society, although the emergency system can not fully avoid the occurrence of the crisis, it can achieve a substantial improvement in the community's independent disaster response capacity and disaster tolerance. The "dynamic static combination" approach emphasized by the agile governance theory is an effective supplement to the emergency prevention system. Through the concept of "dynamic braking", the governance efficiency of the emergency system can be greatly improved, and the prevention and control combination of mobilizing the dynamic elements within the super community and using the coordination of multi-dimensional capabilities can be realized, and then it can be coupled and coordinated with static organizations such as policy tools and financial resources, It can further develop the agile perception, decision-making, execution, integration and mobilization capabilities of different organizations to build a prevention system of gradual iteration. Grasp the principle of gateway migration, build a multi-dimensional "government community" risk prevention and control system based on agile governance, combine dynamic and static resources for organizational management and control under different environmental requirements, break

through the "time constraints" and "resource constraints", focus on the perception of the risk itself before the event germination, efficiently use and dispatch various resources to implement agile governance actions, and give play to China's unique institutional advantages.

5、 Conclusion

In the face of increasing uncertainty, overlapping and complex external risks, there are still problems in the emergency system of super large residential communities, such as coordination imbalance of governance structure, rigid governance logic, and technical guidance of governance methods. Agile governance provides a new possibility for the emergency system and intelligent coupling of super large residential communities, which not only includes the appropriate embedded approach of advanced governance technologies, but also reflects the upgrading and reconstruction of existing governance concepts, governance culture, governance systems and mechanisms. The value of agile governance in super large residential communities is to build a coordinated and balanced governance element and a sensitive response of gradual iteration, so as to achieve the goal of multi-directional interaction and overall intelligent governance. From multiple perspectives, such as the physical characteristics of super large residential communities, the internal laws of community governance, and the management operation logic in emergency situations, the agile theory can be applied to solve the existing governance dilemma to a certain extent. However, as a flexible and perceptual oriented governance model, agile governance also has some shortcomings in emergency situations, such as efficiency paradox, power anomie, lack of rigid rules and practice separation. Therefore, building a super large residential community governance community and improving the social foundation of the community is the premise of realizing the agile community change. In the future, in the field of agile governance, we should continue to focus on comparative analysis of multiple cases and quantitative analysis of big data. In combination with China's unique party and government system, relationship between departments, cultural environment and social structure, we should further study the theoretical logic and practical mechanism under the emergency state of super large residential communities from the perspective of system, technology, organization, culture and other dimensions.

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