

## Research on the construction of the party building function evaluation index system in NPOs<sup>1</sup>

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### ABSTRACT

*With the deepening reform of the social system in China, NPOs, as the main body of social governance, play an important role in resolving social contradictions and maintaining social stability. In recent years, the party-building work of NPOs has been vigorously carried out. How to build the evaluation index system of the party-building function of NPOs, measuring the party-building function of NPOs, and exploring the factors affecting the function of party building is the key path to promoting the party-building function of NPOs. This paper summarizes the research status of NPOs' party-building function and chooses the political guidance, communication, and coordination, development service as the three functional dimensions of building NPOs' evaluation index system of party-building function. On this basis, the study will further explore the influencing factors of NPOs' party-building function, laying a good foundation to establish the strengthening mechanism of NPOs' party-building function, and putting forward optimization suggestions for improving NPOs' party-building function.*

**Keywords:** NPOs, Party building, Social governance

### 1. Introduction

With the deepening reform of the social system, NPOs, as one of the subjects of social governance, play an important role in resolving social contradictions and maintaining social stability. The healthy and orderly development of NPOs can't be separated from the party building within the organization. The Central Committee of CPC has always attached great importance to the implementation and innovation of the party-building work of NPOs. In 2012, at the 18th National Congress of the Communist Party of China, the Party proposed to strengthen party building in NPOs. Later, in 2015, the Opinions on Strengthening Party Building in NPOs (Trial) was issued, pointing out that NPOs are important forces in China's socialist modernization drive, an important front for the Party's work and mass work, and an important field for the construction of the Party's primary organizations. In 2017, the report of the 19th National Congress of the Communist Party of China said: to improve the organization and highlight the political function, the enterprises, rural areas, organs, schools, research institutes, communities, NPOs, and other Party's primary organizations' construction become strong fighting forts for propagating the Party's claim, implementing the Party's decision, leading the grassroots governance, solidarizing and mobilizing the masses, and promoting the reform and development. At the beginning of the 14th Five-Year Plan, to strengthen and innovate social governance, we need to further take party building as the guide and promote the high-quality development of NPOs.

However, the party-building work of NPOs in China was carried out late. Although some results have been achieved in practice, there are still inevitable deficiencies. It is still a long way to go to improve the party-building function of NPOs. So how does NPOs' party building function play? how to measure? This paper will summarize the current research status of the party-building function of NPOs, and construct the evaluation index system of the party-building function of NPOs from three functional dimensions: political guidance, communication and coordination, and development service. On this basis, the research will further explore the influencing factors of the party-building function of NPOs, and put forward optimization suggestions for improving the party-building function of NPOs, to provide a reference for the decision-making of the overall level of the party-building work of NPOs.

Party building in NPOs is an important part of grassroots party building, and an important guarantee for ensuring the political direction of NPOs, uniting and condensing the masses and building advanced culture (Yuan, 2020). The party building of NPOs focuses on expanding the influence and cohesion of the Party in the social field, making the Party organizations of NPOs play the role of the political core, and realizing the effective integration of the Party into the society (Wang, 2017). Party building in NPOs is conducive to organizing the public to participate in social affairs, promoting the formation of community of social governance, and giving important support to social governance in mobilizing resources, undertaking projects, providing services, and resolving social conflicts (Miao Li, 2020). Based on its important role, promoting the party building of NPOs is an effective way for the ruling party to strengthen its overall leadership in the social field, consolidate the Party's social foundation, conserve and develop the Party's governing resources, and also a political guarantee for promoting the healthy and stable



development of NPOs and realizing the modernization of social governance (Tang Xingjun, 2020). The party building of NPOs embeds on the one hand the party to lead the political direction and improve the organization's ability and political legitimacy (Ma Chaofeng et al., 2020), constantly promoting its ability construction and stimulating the expressive dimension of NPOs. On the other hand, the party building of NPOs can ensure that the ruling party mobilizes social resources to expand political participation, promote the transformation of the ruling way and improve governance efficiency (Hu Huihua et al., 2020).

## 2. Construction of evaluation index system of party building function of NPOs

### 2.1 Construction of evaluation indicators

#### 2.1.1 Dimension of political guidance function

The political guidance function is the primary function of the party building of NPOs. The political function is the fundamental function of the construction of grassroots Party organizations, including spreading political information, contacting political emotions, participating in political life, and realizing public opinion supervision and other aspects (Xu Lei, 2018). Gu Rong (2018) believes that in the new pattern of grassroots social governance, NPOs, as one of important participants, should give full play to the political leading function of party building. From the perspective of the political significance of party building in NPOs, it is conducive to realizing the party's reorganization of the grassroots people in the new social field, leading the political and cultural value orientation of employees in NPOs, and building political consensus, to further expand the mass base of the Party (Zhao Changfen, 2018). Therefore, no matter starting from the value orientation of NPOs' party building or the practical significance, the political guidance function occupies an extremely important position. At the same time, party building drives the value-leading function of NPOs, and gives full play to the role of NPOs in value advocacy and the dissemination and practice of socialist core values. Tang Xingjun (2020) pointed out that NPOs have a powerful role in the dissemination of values. The political guidance function of the party building can overcome the wrong values and ideological tendencies in the grassroots social governance, to play the role of ideological guidance (Wu Xinye, 2017). Therefore, the political guidance of the party building can be reflected in the two aspects of political guidance and ideological guidance.

#### 2.1.2 Dimension of Communication and coordination function

At the same time, the party building of NPOs has a developmental function. Li Jinghua (2011) put forward from multiple dimensions that the party-building function of NPOs is mainly the political guidance function, the performance of interest expression function, and the service development function. Kang Xiaoqiang (2011) highlighted the development function of the party building of NPOs, including cultivating organizations and promoting the effective development of NPOs, providing them with political guidance, resource support, and mechanism guarantee, and in the meanwhile grasping the correct development orientation of NPOs and conducting effective supervision and management. The political function of party building makes it extraordinary advantages in mobilizing and communicating with the masses. The primary Party organization is the most important organizational network for the Party to contact the people, and it is the most direct, effective, and smooth channel for the Party to contact the masses. NPOs can organize public participation in social affairs, contribute to the formation of social governance community, and give social governance important support in mobilizing resources, undertaking projects, providing services, resolving social contradictions, and so on. And strengthening the party building guidance and social service improvement of the party construction in NPOs is a necessary means to enhance its value space (Miao Li, 2020). Xu Wanqiang (2012) believes that NPOs' dependence on the Party and the government for resources is mainly reflected in their legitimacy and financial resources. Therefore, the party building of NPOs plays a huge role in social mobilization, resource integration, and communication with the masses. At the same time, with the advancement of the democratic process, communication function will be the attention of the Party. For example, with the Internet popularizing today, network party building has gradually become the important communication channel between the Party's top and ordinary party members, making the public widely, and deeply participate in government decision-making possible. Network party-building becomes a bridge of communication with the masses (Liu Changfa, 2009).

#### 2.1.3 Dimension of development service function

The construction of the political function of NPOs cannot be separated from the cooperation of its service function. The development service function is also the basic cornerstone of the existence of NPOs. In the functional study of community Party building, many scholars unanimously agree that community Party building has political and service functions (Zhang Guangxiong, 2016; Liang Yanhui, 2012; Chen Yi, 2010). With the practice of urban community building and governance, it is proved that grassroots party building increasingly assumes the unique functions of political leadership, democratic security, social coordination, livelihood service, and cultural orientation in urban community governance (Zhang Yanguo and Li Fei, 2018). In the recent reform of urban community party building, the focus is on the political leadership mechanism, organization and coordination mechanism, interest integration mechanism, human resources driving mechanism, and other aspects (Xu Jun 2012), highlighting the importance of politics, organization, and coordination. The development service function depends more on the role of party members in the organization. And it has become an important part to improve the party building function



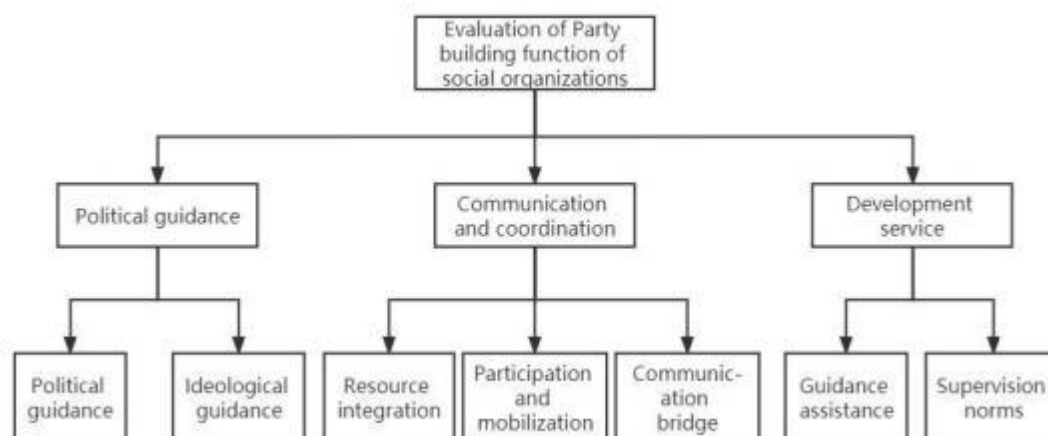
through improving the quality of party members. In the study of rural grassroots party organizations, the party building has the function of ideological leading, which simultaneously emphasizes its service-leading ability, pays attention to encouraging rural cadres to improve their serviceability and level, and insists on rewarding for diligence and punishing for laziness (Jiang Gang, 2016). In terms of supervision, Xiao Yu (2019) proposed that we should care about the thought, psychology, work, growth, and development of party members, encourage and care within the Party, and give better play to the exemplary role of party members in NPOs. Based on the high quality of party members, supervise the legal compliance behavior of NPOs, to ensure the purity of NPOs. In addition, Yuan Xiaowei (2020) believes that humanistic content design should be carried out around ideological education and cultural value, as the important content of institutional party-building culture. Carry out Party organization activities in a flexible form, and innovate the content and platform of party-building activities of NPOs to promote the healthy development of NPOs and be close to the needs of members. Therefore, around the development of the organization and the promotion of party members, development and service complement each other, the development service function is subdivided into leading cooperation and supervision norms.

The function orientation of the party building of the new NPOs is an important prerequisite to enhance the effectiveness of its party-building work. With the deepening of research and practice, the party building of NPOs also assumes the coordination and service function based on political leadership. However, compared with communities, enterprises, universities, and other fields, the party-building work of NPOs is always a weak link in the party-building work.

At present, the party construction of NPOs has not yet had a mature functional evaluation system, and in practice, the definition of the party construction function of NPOs is also quite complicated. The unreasonable definition is easy to cause excessive intervention and restrains the development of NPOs. Therefore, this study draws lessons from the functional research results of community party building, enterprise party building, and university party building, and provides a reference for the functional evaluation system of social party building in NPOs.

Based on the analysis above, combined with the reality of the party building of NPOs in China, this paper divides the party-building functions of NPOs into three types: first, "political guidance", that is, to develop party members and rally the masses through party building in NPOs. Guide them to establish the correct values, specifically including political guidance and ideological guidance. Second, "communication and coordination", give full play to the role of party building of NPOs in communicating relations with the government, enterprises, and communities, and coordinate the interests between NPOs and other subjects, specifically including resource integration, participation, mobilization, and communication bridge. Third, "development service", that is, to assist in the full development of NPOs, specifically including guidance assistance and supervision norms. Accordingly, this study constructs the party-building function evaluation model of NPOs, which is shown in Figure 1.

**Figure 1 Evaluation model of party building function of NPOs**



The model takes political guidance, communication and coordination, and development service as the second-level indicators, and extends seven three-level indicators. Among them, the political guidance function includes political guidance and ideological guidance. Communication and coordination function includes resource integration, participation and mobilization, and communication bridge. The development service function includes guidance assistance and supervision norms.



### 3 The influencing factors of party building function of NPOs

**The party-building function of NPOs is of great significance to the development of the Party organization and the NPOs, and they should have full power to promote this process.** On the one hand, the Party needs to carry out political integration of NPOs, including concept integration, institutional integration, and action integration. Institutional integration with party building as the main content is the main form of party integration of NPOs, to achieve the purpose of consolidating the ruling position of the Party (Cui Kaiyun et al., 2018). On the other hand, the development of party building in NPOs can help NPOs obtain more political resources, which is the basic power of new NPOs embedded party (Yuan XiaoWei, 2020). NPOs' political embeddedness has an obvious influence in successfully obtaining and transforming the Party's resources for NPOs. Thus, NPOs should give full play to their initiative in the process of party construction (li Jian, et al., 2017). **Correspondingly, the Party organization and the NPOs, as the most important binary subjects involved in the party-building of NPOs, their main role also has an important influence on the party-building function of NPOs.**

#### 3.1 The influence of Party factors on the function of party building in NPOs

The quality of Party building is influenced and restricted by multiple factors, such as the ability to govern the Party, the intra-party political ecology, intra-party political culture, and intra-party political communication (Liu Shu, 2019). Sun Yehong (2014) pointed out that Party factors such as vague goals, backward ideas, rigid mechanisms, outdated methods, and lagging capabilities will cause the lack of vitality of grassroots Party organizations, and it is difficult to achieve effective political and ideological guidance. Liu Zhenjie (2014) noted that the low quality of the party-building work team and the party members who have fewer full-time, more part-time jobs and heavy workloads, which will lead to the gradual marginalization of the party-building work and inhibit the function of party-building in NPOs in political integration.

Giving full play to the role of grassroots Party organizations in promoting development, serving the masses, rallying people's hearts, and promoting harmony is a concrete reflection of the ethical value of the Communist Party of China, and a repositioning of our Party's governing philosophy and governing methods in the new historical period (Xia Chaofeng, 2012). Strengthening the guidance of party building in NPOs is a necessary means to enhance the value space of NPOs in mobilizing resources, undertaking projects, providing services and resolving social contradictions, and then giving important support to social governance (Miao Li, 2020).

The proportion of party members in the leadership of NPOs is not high or even absent. If Party organizations cannot participate in internal governance, they cannot ensure that the Party organizations play the role of the political core in NPOs (Hu Huihua, et al., 2020), and thus influence them to lead, assist and supervise NPOs. In contrast, the party building of NPOs focuses on the development of the party's top members of NPOs and does not pay attention to or ignore the interests of ordinary members (Hu Huihua, et al., 2020), which further affects the function of party building in assisting the healthy development of NPOs.

#### 3.2 The influence of NPOs themselves on the party-building function

At present, the party building of NPOs is generally promoted by "external pressure", which is the result of the joint efforts of local Party committees and governments. Within NPOs, there is no strong desire to establish Party organizations, and the lack of internal impetus makes the actual effect of party-building work worrying (Zheng Qi, 2017), which suppresses the political integration function of party building in NPOs.

As a kind of social integration, to meet social needs and solve social problems, our country's NPOs have become an important support of governance. We should put the ability to cultivate of NPOs into political participation and benefit transfer, industry joint and management, quality and efficiency of public service improvement, social conflicts resolving, and social justice realizing (Qi ChunYi, 2020).

At present, the complex and diversified social governance tasks put forward higher requirements for the service capacity of NPOs. NPOs should give full play to the party-building function, strengthen the capacity building of NPOs in the governance, and play an important role in the development service function of the party-building in NPOs (Lu Yanqi, 2020).

### 4 Conclusion and discussion

#### 4.1 Conclusion of the party building function evaluation index system of NPOs and influencing factors

To measure the effectiveness of the party-building function of NPOs and explore the optimization measures to improve the party-building function in NPOs, this paper starts from the actual situation of the party-building of NPOs in China and draws on the functional research results of the party-building in communities, enterprises, and universities, finally constructs the party building function evaluation index system of NPOs, with political guidance, communication and coordination, and development service as three functional dimensions. On this basis, the study further explores the influencing factors of the party-building function of NPOs and puts forward that the two factors of the party and NPOs will affect the play of the party-building function of NPOs. Finally, according to the research results, several optimization suggestions are put forward to strengthen the party-building function of NPOs and improve their governance efficiency in social governance.



## 4.2 Discussion and Advice

### 4.2.1 Adhere to political construction to strengthen political functions

The party's factors on the influence of the party-building function are in the first position. For the fuzzy target, backward ideas, rigid mechanisms, old methods, and ability lag which hinder the play of the party building function, the first is to implement the ideological construction. Strengthen theoretical study, adhere to "don't forget the beginner's mind, keep in mind that the mission" special education as the key point, making learning education normalized and institutionalized, and educating party members to obey the work discipline and political rules. At the same time, the party members are the main promoters and executors who decide whether the party construction function can play well or not. Moreover, take intra-party political life seriously because political life is the party's main platform where party organizations educate and manage party members, and exercise their party spirit education. In addition, regularly carry out the democratic life, organization life, etc., by improving the party accomplishment to promote the development of the party construction.

### 4.2.2 Strengthening the internal driving force of party building in NPOs

The Party organizations in NPOs are important carriers to extend the leadership of the Party to the employees of the general NPOs. China's NPOs have a wide range of points. To advocate the political function of NPOs, we must enhance the organizational power of NPOs. Therefore, the party building of NPOs must strengthen the political characteristics of intra-party political life, enhance their organizational ability, make full use of network technology to carry out the party members' education training, and improve the party members' consciousness and political literacy. We should carry out the party organization activities in a more flexible way to prevent the party organization's weakening, blurring, and marginalized phenomenon. At the same time, through the innovation of the cooperation mode of NPOs, realize the effective communication between institutions and the effective integration of resources. Relevant scholars have taken Baotou City as the object to explore the new mode of "online + Party building" of NPOs. It broke the fixed organizations and the constraints of decentralized personnel, improved the flexibility and richness of the party-building means of NPOs, making it more suitable for the organizational structure and attribute characteristics of NPOs, and finally achieved remarkable results. To promote the play of the party building function, it is necessary not only to be restricted to external pressure, but also pay more attention to the stimulation of internal power, and force them to improve their organizational operation.

### 4.2.3 Effectively serving the masses to enhance their service capacity

To do mass work well is an important political mission for the whole Party. To serve it well is the ultimate destination to realize the function of party building. And the functions of communication, coordination, and development service are also strengthened in the process of serving the people. First of all, establish a strong sense of service. Through service reform, service development, serving people's livelihood, serving the masses, serving party members, and other comprehensive service functions, win the recognition and support from NPOs and workers on the party building work. Secondly, we should change from the consciousness of "management" to the consciousness of "service". Actively contact the masses and serve the masses, and guide the masses to actively participate in the construction of democratic politics and social governance at the grassroots level. Finally, provide refined services. Party organizations of NPOs must keep up with the pace of information construction, vigorously promote the application and popularization of information technology in serving the masses, innovate service methods, drive the modernization of service with information, constantly improve the service level, and win the masses and unite the masses in service.

## Acknowledgement

Thanks to Ma Yao, Chen Mingcheng, Qin Xinying, Zhang Jingyue, Chen Zixuan, Wu Huishu for their help in literature collection and research in the early stage. Without their academic help, I could not finish this paper well. Here, I would like to extend my highest respect and heartfelt thanks to my tutor and classmates.

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