

The Intrinsic Logic, Realistic Dilemmas, and Development Path of Youth Physical Health Coordinated Governance Based on Social Capital Theory in China

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Abstract

Under the educational concept of "health first," the physical health of adolescents has become a common topic of concern for the whole society. Coordinated governance aims to enhance governance capacity and efficiency through joint governance by multiple stakeholders. Youth sports activities coordinated governance is the new demand for youth sports work in China in the new era under the concept of "health first." Based on the theory of social capital and using the methods of literature review and logical analysis, this study explores the intrinsic logic of youth physical health coordinated governance in China and believes that there are problems such as insufficient understanding of coordinated governance among stakeholders, lack of trust between stakeholders, unreasonable governance structure, lack of norms in various links and lack of participation of coordinated governance subjects, lagging behind in social network construction. Based on this, the study proposes the development path: perfect trust elements, build a trust system for joint governance among stakeholders, improve governance norms, promote relevant legislation for youth physical health, build a network system, improve conditions for participation of diverse interests parties.

Keywords

Adolescent physical health; Collaborative governance; Social capital.

1. Introduction

Due to the change of modern lifestyle and the acceleration of the pace of study, the physical health problems of young people are becoming increasingly prominent. Young people are the pillars of the country and are related to the future development of the country. The Outline of the National Medium - and Long-term Population Development Plan (2016-2030), promulgated in 2016, puts forward the importance of paying attention to the healthy growth of adolescents and emphasizes measures to improve the health level of children and adolescents and promote their all-round development.[1]. In 2020, the General Administration of Sport and the Ministry of Education issued the Opinions on Deepening the Integration of Sports and Education to Promote the Healthy Development of Young People (hereinafter referred to as "Opinions"), which pointed out that it is necessary to deepen the integration of sports and education, promote the coordinated development of cultural learning and physical exercise of young people, and promote the healthy growth of young people (Opinions). Under the background of "health first", adolescent physical health has become a social governance issue of great significance. In the face of the increasingly complicated adolescent physical health governance, how to improve the adolescent physical health governance ability and governance modernization is a proposition of The Times that we need to answer.

Collaborative governance emphasizes that social development is a complex and independent system. As a means of national governance, it provides a thinking guide and analysis framework for the physical health governance of adolescents in our country. In order to promote the

healthy physical development of young people, it is necessary to form a collaborative governance system with the participation of multiple subjects such as government, society, market and school. In such a huge system, there is a lack of effective coordination, cooperation and linkage mechanism among the main departments of adolescent physical health management in China, which makes it impossible to share and co-govern health data and information resources in various fields.[2]. How to promote the coordination mechanism of internal cooperation and the execution mechanism of the linkage of various subjects is the dilemma that needs to be solved in the management of adolescent physical health. The theory of social capital believes that trust, norms and social networks contained in social capital are the characteristics of social organizations. They can improve governance efficiency by promoting cooperative behavior, which corresponds to the essence of collaborative governance of adolescents' physical health in our country. Based on this, this paper examines many difficulties of collaborative governance of adolescents' physical health in our country from the new perspective of social capital theory. On the basis of improving the ability of adolescents' physical health management, the future development path of adolescents' physical health management is sought.

2. Related theory elaboration

2.1. Social capital theory

It is generally believed that Bourdieu, Coleman and Putnam are the main founders of the social capital theory, and the three men elaborated the concept of social capital from the micro, meso and macro perspectives respectively. Bourdieu was the first to introduce the concept of "social capital" into the field of sociological research. He defined the concept of social capital from the perspective of relational network at the micro level, and believed that social capital is the resources that individuals can use to achieve their goals.[3]. Coleman is considered to be the first sociologist to give a comprehensive and systematic account of social capital. He argued that social capital is not a separate entity, but a distinct entity with various forms. He proposed from the meso level that the subject of social capital is diversified and most kinds of social capital have the nature of public goods.[4]. It can be seen that Coleman is more interested in studying social capital at the community level such as organization and community. On the basis of Bourdieu and Coleman, Putnam further deepened the social capital theory and applied it to the field of public affairs governance. He pointed out from a macro perspective that social capital, different from human capital and material capital, has the characteristics of social organization such as trust, norms and networks, and can improve social efficiency through coordination and action.[5]. Adolescent physical health governance involves the participation of multiple stakeholders, which has a strong correlation with the application of social capital in the field of public affairs governance. Therefore, based on Putnam's social capital theory, this study starts from the three basic components of social capital, namely trust, norms and network. To explore the internal relationship between social capital and collaborative governance of adolescents' physical health.

2.2. Cooperative governance theory

The theory of collaborative governance is developed on the basis of the theory of synergy and governance, and its connotation includes the pluralism and synergy of governance subjects. In China, in addition to the government, the market, social organizations and the public are all participants in public affairs, and they interact with each other to jointly release the vitality of participating in social governance.[6]. Collaborative governance has been widely used in the management of various public affairs of sports in China. Some scholars have studied the collaborative governance of sports public services and discussed the characteristics of national fitness public service governance in counties [7], and the digital-based public governance of

national fitness[8-9], and the collaborative governance of various sports, such as ice and snow sports [10], football [11], etc. Some scholars have also carried out research on collaborative governance of youth sports. Zhang Chonglong et al built a collaborative governance theory for the physical health education of Chinese youth.[12]. Li Li et al. studied the collaborative governance of youth sports events and provided a reference for China by summarizing the governance experience of Germany, the United Kingdom and the United States[13]; Ma Dehao proposed some inspirations for China by studying the collaborative governance of adolescent physical health in developed countries[14]; Zhang Jiandong et al. studied the collaborative governance of youth martial arts education based on the social ecosystem theory, and proposed a five-in-one collaborative governance model of government, society, market, school and family[15]. In general, in recent years, studies on collaborative governance of sports in China have gradually matured, but most scholars focus on building collaborative governance models in various fields, and few studies have discussed collaborative governance in various fields. From the perspective of social capital theory, this study explores the logic and dilemma of collaborative governance of adolescents' physical health, and puts forward development paths. The aim is to improve the ability and efficiency of physical health management of Chinese teenagers and promote the development of physical health cause of Chinese teenagers.

3. The internal logic of collaborative governance of physical health of Chinese adolescents under the theory of social capital

3.1. Trust is the basis of collaborative management of adolescent physical health

Putnam believes that trust is the broadest factor that promotes voluntary cooperation. Good trust makes people willing to pay for certain risks in mutual relations, which is more conducive to promoting collective action. Trust is the basis of cooperation and a key factor affecting the existence of an organization. A high level of trust often represents the high efficiency of an organization.[16]. Adolescent physical health governance needs the joint participation of the government, society, market, schools and other subjects. These different stakeholders should be guided by the goal of improving governance efficiency, cultivate a sense of cooperation, and actively participate in the collaborative governance process to jointly solve the problems encountered during the implementation and improve the governance effect. Trust plays an important role in promoting the connection of various subjects. Good trust makes the relationship between various stakeholders closer. In the governance process, grass-roots governments, relevant social sports organizations, schools, enterprises and other entities can fully integrate sports resources and carry out reasonable resource allocation, forming a good circulation of youth physical health governance pattern. If there is a lack of trust between the various actors, cooperation will be difficult to carry out. For example, if social sports organizations and enterprises lose trust in the government, it will be difficult to implement the policies promulgated by the government, and the distrust of schools in sports organizations and enterprises will also affect the cooperation between them. Therefore, under collaborative governance, all subjects should establish a general trust relationship, reach agreement on ideas, cooperate in an orderly manner in behavior, and jointly promote the improvement of adolescents' physical health governance ability.

3.2. Standardization is an important guarantee for implementing collaborative management of adolescents' physical health

Normative capital refers to the rules for the behavior and activities of various governance subjects in the collaborative governance of adolescent physical health, which is a management process in which all subjects work together to promote the development of sports undertakings

to be more efficient and orderly.[17]. Only by placing all stakeholders in a certain institutional framework and conducting normative guidance can the governance of public sports affairs be efficient and long-term. However, it should be noted that norms are not formulated by a certain department or organization. Instead, they require long-term cooperation and communication among various subjects to form universal rules with legal nature on the one hand and moral norms that can be consciously observed among various subjects on the other. Only in this way can multi-party checks and balances be formed to maintain the reciprocal exchange of interests between various subjects. It is assumed that in an institutional environment full of suspicion and even mutual barriers, it is difficult for multiple subjects to have a common goal, let alone equal and united cooperation. The main body of adolescent physical health management is crisscrossing in the allocation of information, personnel, funds and other resources. Without normative constraints, it is easy to lead the main body to pursue self-interests, thus affecting the overall governance efficiency. In *Making Democracy Work*, Putnam argues that norms and trust go hand in hand, that norms themselves promote increased trust, while trust acts as a "lubricant" for norms.[18]. Therefore, we should form a virtuous circle of enhancing trust in the norm and improving the norm in the trust to ensure the orderly development of adolescent physical health and collaborative governance.

3.3. Social network is a powerful tool to promote the development of collaborative governance of adolescent physical health

Social network is an important part of social capital, and the formation of a stable social network can promote various departments to cooperate for the realization of common interests, on the one hand, improve the utilization rate of resources, on the other hand, also strengthen the connection between departments, and further enhance the effect of collective action. Collaborative governance is the result of the participation of multiple departments, with special emphasis on the interaction, cooperation and precise connection among various subjects. In the construction of social networks, it is necessary to form both horizontal relations of equality among all subjects and vertical relations led by the government.[19]. In the process of communication and communication, stakeholders release their vitality and actively maintain the governance balance. The construction of the social network for the collaborative management of adolescent physical health provides a mutually beneficial environment for all departments, who are no longer attached to the resource constraints of the government, and can voluntarily inject funds, talents, information and other resources to meet their own needs. The construction of a good social network will enhance the trust among various stakeholders, gradually form norms, and make the utilization and allocation of resources more reasonable, thus becoming a powerful tool to promote the collaborative governance of adolescents' physical health.

4. The realistic dilemma of collaborative management of adolescent physique health in China

4.1. Ideological understanding is not in place, each subject lacks trust

Trust is formed in the long-term interaction between individuals, organizations and communities. It can enhance the mutual understanding and identification of members in the social network, strengthen communication, interaction and resource sharing, and act as a glue for close solidarity and cooperation among groups.[20]. The key problem of collaborative governance of adolescent physical health in China is that all participants lack a sense of governance community, and it is difficult to form general trust. First of all, government departments have a weak sense of coordinated governance, and governments at all levels have insufficient understanding of adolescents' physical health and related issues, distrust schools,

social organizations, and health promotion markets, hold tight to governance power, and are difficult to delegate to other subjects, resulting in excessive governance tasks, low efficiency, inability to fully perform relevant responsibilities, and even the phenomenon of breaking trust in society. As a result, it is difficult for all stakeholders to obtain trust in the government, and the enthusiasm to participate in governance affairs is not high. Secondly, governance subjects such as schools, social organizations and markets lack a sense of communication and cooperation, and it is difficult to obtain trust and form a community of interests. Each subject has unique resource advantages, but the distrust of other organizations leads to the inability to share health promotion data resources in various fields, and the coordination and integration of resources is far from enough, which restricts the efficiency of adolescent physical health management to a certain extent. In addition, there are contradictions among various stakeholders. For example, excessive participation of the market will threaten the interests of schools and social organizations, resulting in the escalation of contradictions among the subjects, greatly reducing the implementation of collaborative governance of adolescents' physical health, and it is difficult to improve the overall governance efficiency.

4.2. The governance structure is unreasonable and all links lack norms

Lothian pointed out that a good institutional structure is associated with higher capital inflows, while a bad institutional structure means less capital inflows.[21]. In the collaborative governance process of adolescents' physical health, the government, schools, social organizations and the market, as the main body of collaborative governance, lack clear norms in their respective status, scope of powers and responsibilities, implementation rules and other aspects, and there is no distinction between government and school, government and social organizations, and political capital, which is a significant problem in the collaborative governance of adolescents' physical health at present. First of all, the lack of a perfect institutional system. In terms of the top-level system, the promulgation of supporting policies for the collaborative governance of adolescents' physical health is insufficient, such as the detailed programs in the fields of enterprise, finance, and financial support in which various subjects participate in governance have not been improved and implemented. Secondly, the lack of reasonable planning layout. The government should play an overall role in the collaborative governance process, but at present, the government's guidance to schools, social organizations and other main departments is insufficient and lacking in authority, which restricts the order of the collaborative governance of various subjects to a certain extent, resulting in insufficient collaborative norms between different departments, thus affecting the development of the collaborative governance of physical health of Chinese adolescents. Finally, each subject lacks the consciousness of reciprocity. With the introduction of policies related to adolescent physical health governance, for schools, whether the policies are conducive to improving the health level of children, for social organizations, whether the policies are conducive to the future development of organizations, and for enterprises, whether the policies can bring higher profits to enterprises have become key indicators of whether they participate in collaborative governance. Each governing body emphasizes more on obtaining its own interests, and lacks the ideology of mutually beneficial cooperation with the government and other subjects, so it is difficult to maximize the interests at a higher level.

4.3. The main body of collaborative governance is absent, and the construction of social networks lags behind

Reasonable and perfect social network is an important carrier of collaborative management of adolescents' physical health. The more smooth the social network is, the more fully the interaction between various subjects, the more efficient the utilization and sharing of resources, and the more significant the collaborative governance effect. First of all, as the core of collaborative governance, the absence of government will lead to poor policy formulation and

implementation. The government should be the representative of the public interest and the provider of services. When the government fails to perform this duty effectively, the allocation of resources in the social network will be biased. Secondly, the absence of market players affects the economic vitality of social networks. The market is an important occasion for resource allocation, and market players such as enterprises play the role of innovators and practitioners in the collaborative governance process of adolescents' physical health. If these players are absent, the vitality and creativity of the market will be inhibited, and the construction of social networks will also lose momentum. Finally, the absence of schools and social organizations will weaken the cohesion of social networks. Schools and social organizations are the basic nodes of social networks, and schools are important occasions to improve adolescents' physical health, which is directly related to their physical health, while social organizations are the link between schools and the market, injecting new vitality into schools on the one hand, and releasing the vitality of schools on the other. Without the participation of the two, the social network will lose its flexibility, and it will be difficult to cope with the various challenges faced in the process of collaborative management of adolescent physical health.

5. The development path of collaborative management of physical health of adolescents in China

5.1. To improve the elements of trust and build a trust system in which all entities cooperate in governance

"All societies have social capital, and the real difference between them has to do with the so-called 'radius of trust,' Fukuyama once pointed out. Therefore, improving the elements of trust and building a trust system covering the government, the market, schools and social organizations is of vital significance for improving and developing the collaborative governance of physical health of Chinese adolescents. 1) The government should be the leader of the trust system. The government needs to build credibility through an open and transparent decision-making process, a fair and reasonable legal system, and efficient and clean services. At the same time, the government should also actively promote the disclosure of information, such as the publication of annual adolescent health data, so that other subjects can timely understand the results of adolescent physical health related work, so as to enhance their trust in the government. 2) Schools should become practitioners of the trust system. As the main place of adolescent physical health education, schools should not only strengthen physical education, provide adequate sports facilities and build professional teachers. At the same time, the school also needs to establish a good communication mechanism with parents and the outside world. For example, the school can let parents and the society know the physical education situation of the school and the health status of students through transparent education policies, fair learning evaluation system and open health data, and establish an honest and mutual aid atmosphere inside and outside the school. 3) Social organizations and markets should become supporters of trust systems. As an important part of the social power, social organizations can enhance the public's attention to youth health by organizing sports events, health lectures and other activities, and at the same time accumulate credibility through these activities to win the trust of other subjects and the public. Enterprises play a crucial role in the market economy. They can make use of their resource advantages and influence to support the development of youth sports by sponsoring sports events and establishing sports foundations, etc., and establish a good image of corporate social responsibility through these behaviors, so as to gain the trust of the government and various departments and promote the smooth development of collaborative governance.

5.2. Improve governance and norms, and promote legislation related to adolescents' physical health

The rule of law has statutory coercive force. At present, there are many irregularities in the collaborative governance of adolescents' physical health in China. The government must integrate the rule of law into all aspects of the collaborative governance of adolescents' physical health. By gathering legal consensus, improving relevant supporting legislation, strengthening legal protection and supervision, it must strictly follow the legal basis, improve legal procedures, and seek governance norms. Jointly promote the development of collaborative governance of adolescent physical health to the direction of modern governance. 1) Building legal consensus. "Constitution" is the fundamental law of our country and has authority, and its proposed "developing sports, carrying out mass sports activities, enhancing people's physique" should also be the basic adherence of sports governance in our country. Taking the "Constitution" as the guiding standard for the construction of the rule of law in the collaborative governance of young people's physical health and running through every link in the governance process can play a cohesive role. 2) Improving related supporting legislation. At present, the "Education Law" and "Sports Law" do not involve the practical problems of adolescent physical health management, resulting in no standardized guidance in the specific governance process of various departments, and the governance efficiency is not high, and the governance effect is not good. It is suggested that the government departments can formulate relevant laws on the promotion of adolescent physical health, so that the work of adolescent physical health management can be followed by laws. For example, the relevant principles for the protection of adolescent health can be put forward in the law, and the scope of responsibilities of party and government organs at all levels, governments at all levels, and functional departments can be defined, and specific contents related to the coordinated management of adolescent physical health in the fields of family, school, society, and the market can be clarified. 3) Strengthen legal protection and supervision. Legislative departments should regularly carry out the evaluation of laws related to adolescent physical health governance, build a comprehensive evaluation system of adolescent physical health collaborative governance, and law enforcement departments should also strengthen the enforcement of behaviors endangering adolescent physical health, for example, increase penalties for problems such as falsification of adolescent physical health data and infringement of youth sports rights. Resolutely curb the illegal behavior of various departments in the collaborative management system of adolescent physical health.

5.3. To build a network system and improve the conditions for diverse stakeholders to participate in cooperation

Governance theory holds that there is a boundary between powers and responsibilities among government departments, which makes any government department have its limitations when dealing with complex and cross-regional governance problems.[22]. The governance of adolescent physical health in China involves the participation of multiple stakeholders and has the characteristics of compound and cross-regional. Based on this, collaborative governance has become the inevitable choice of adolescent physical health governance. The construction of collaborative governance network system and the improvement of the participation conditions of various subjects are urgent problems to be solved by the Chinese government. 1) Create a network governance platform covering both urban and rural areas of adolescent physical health. The focus of collaborative governance of adolescent physical health is to integrate China's scattered resource platforms such as sports, schools, markets, health and society into a comprehensive network governance platform with full coverage, and create favorable conditions for multi-stakeholder collaborative governance. For example, the students' physical health related database is combined with new technologies such as the Internet and AI to

realize the identification of adolescents' physical health level, assessment of physical health risks and assessment and supervision of collaborative governance effect on the platform, and further promote the development of collaborative governance of adolescents' physical health through the application of big data. 2) Improve the collaborative management and support system for adolescents' physical health. To achieve better collaborative governance results, we need to build a strong support system, clarify the responsibilities and obligations of each participant, and establish a collaborative work process. For example, the government needs to study and formulate policies and regulations related to collaborative governance to optimize the institutional environment of collaborative governance; Schools should provide good physical education environment and physical infrastructure to ensure the participation of youth in sports; Families should cultivate a good exercise atmosphere and support children to participate in sports activities. Sports social organizations can stimulate young people's interest in participating in sports activities by holding sports events and health lectures; Enterprises can set up a youth physical health development fund to ensure the operation of the collaborative governance system through financial support.

6. Conclusion

Both theory and practice show that abundant social capital stock means better social governance. Collaborative governance of adolescents' physical health is an inevitable choice for the standardized management of youth sports in China. Social capital and collaborative governance of adolescents' physical health have a high degree of compatibility, and the key elements of social capital such as trust, norms and social networks have improved the level of collaborative governance of adolescents' physical health to a certain extent. Standing at a new historical starting point, there is still a long way to go for collaborative management of adolescent physical health. We should shoulder the historical responsibility and contribute our own strength to the better development of adolescent physical health collaborative governance.

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