Research on the Model of Government and Social Governance in Unexpected Events

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Abstract

With the continuous development of the economy and society, China has entered the peak period of emergencies. The all-round government emergency response is weak, and the traditional emergency management model is difficult to maintain. According to the difference between government governance ability and social development level, the existing social governance models can be divided into social self-government, government control, collaborative participation, and equal cooperation. By summarizing the different characteristics of the four governance modes of government and society in emergencies, and according to the analysis results of the characteristics obtained and China's own situation, this paper judges that the current collaborative governance mode is the most suitable for China's emergency management mode. Based on this, it is proposed that China's emergency coordination work should improve the legal system and organization system, build an emergency cooperation network, and improve the coordination ability of social organizations.

Keywords

Government; Social Organization; Collaborative Governance.

1. Introduction

In recent years, with the continuous advancement of urbanization and modernization, the ecological environment and social system have become more complicated, and the situation at home and abroad has become more and more serious. China has entered a period of high incidence of emergencies. At that time, the traditional omnipotent government engaged in emergency management also exposed various problems. In this case, it is necessary to explore the governance mode of government and society in response to emergencies under the new situation. The Fourth Session of the Thirteenth National People 's Congress voted to build a unified command, special and comprehensive, responsive, upper and lower linkage emergency system through 《Outline of the Fourteenth Five-Year Plan for National Economic and Social Development and Vision 2035》, and to strengthen the coordinated linkage of disaster and accident emergency as an important task of emergency management during the '14th Five-Year' period. The central and local governments have also actively formulated various institutional policies to improve China's emergency management system, but China 's academic research on emergency management model is still in its infancy and lacks systematic analysis. Therefore, what mode should be chosen to deal with the current emergencies in China ? What is the development path of this model ? It is not only based on the urgent need of the development of emergency management in China, but also the problem of this paper.

2. Current Situation of Emergency Management in China

As a big country with frequent emergencies, China's emergency management began in 2003. Since the event, China has strengthened emergency management. In 2006, the "one case, three

systems" emergency management system was formally established. In 2007, the 《emergency response law》 was promulgated. In 2018, the establishment of the Ministry of Emergency Management realized the unification of emergency management in the three aspects of management objects, management responsibilities and management. The construction of emergency management system with Chinese characteristics opened a new chapter in the construction of emergency management in China. At the same time, at the practical level, multiple social subjects participate in the internal work of the emergency field from various channels, enterprises improve their internal security ability and actively contribute to donations. The community strengthens training exercises and consolidates the self-help ability at the grassroots level. Emergency volunteer organizations and other third departments strive to improve their professional ability to participate in emergency rescue, and promote the construction process of emergency management in China.

However, there are still many problems in China's emergency management. One is that the emergency work is carried out by the way of administrative instructions issued by the government, and the social subjects lack autonomy for emergency work involving their own interests, which is difficult to effectively use their own resources. The second is that the emergency management laws and systems are not systematic and balanced, and the local government is ahead of the central government in legislation, which makes the emergency work lack of clear and unified ideas and measures in practice. The third is the lack of coordination and linkage between government departments and social organizations, and between social organizations, which is easy to cause fragmentation and decentralization of management and reduce the overall efficiency of management. In this case, the traditional emergency management model is difficult to maintain. In addition, the report of the 19th National Congress of the Communist Party of China pointed out that China has entered a new era, and the main contradictions have been transformed, and the governance system needs to be transformed accordingly. Therefore, China should speed up the pace of transition to explore new governance model for today's emergencies.

3. Literature Review of Government and Social Governance Model

Understanding the connotation of governance is the basis for understanding the mode of government and social governance. Based on the definition of governance by scholars at home and abroad and the United Nations Global Governance Commission, governance refers to the process of managing, coordinating and serving all aspects of society by multiple subjects to meet the needs of the public and maintain normal social order [1]. Compared with the connotation of traditional governance, governance in the new era emphasizes the service of multiple actors to citizens and society through legal or flexible means. Emergency management is the social governance in the field of emergency management, also known as emergency management or crisis management. It refers to the methods and measures taken by multiple subjects to prevent, intervene, regulate and eliminate the damage of crisis events [2].

On the research of governance mode, scholars at home and abroad mostly focus on the exploration of governance mode and mechanism. In the analysis of government and social governance model, the research of Yu Jianxing and Ren Zetao has been recognized by most scholars. They believe that the relationship between government and society can be divided into four modes: government control, social coordination, equal cooperation and social autonomy according to the ability of government governance and the degree of social development [3].

First of all, the government control mode refers to the government use their own power, such as the formulation of relevant laws and regulations, institutional settings and other activities to intervene in social activities [4]. In order to ensure normal social order, the government needs

to adopt this model in the case of low governance capacity and social development. Secondly, the social autonomy model is a governance model with service as the content. In this mode, the boundary between the subject and the object of governance has been broken, which is usually the autonomous governance activities carried out by the society itself [5]. If the degree of social development is relatively high and the ability of government governance is relatively low, it is more reflected in the state of social self-governance. These two models are characterized by less interaction between government and society. Collaborative governance model is a combination of synergetics and governance research, which refers to the sum of many ways in which the government and social actors manage their common affairs [6]. In the case of high governance capacity and low degree of social development, collaborative governance is performed by the government to play a leading role, while giving social participation channels and platforms, using social forces to share their own governance pressure. Collaborative governance is based on instrumental rationality, and equal cooperation based on practical rationality is a way to sublate instrumental rationality in joint action and a value-oriented social governance model. This governance model of equal cooperation is not government-led governance in the traditional sense, but co-governance on the basis of equality between government and all social parties.When the government and social governance capabilities are high, this model is applicable [7]. In addition, the society under the collaborative governance model can grow under the cultivation of the government, thus transforming into an equal cooperation model.

4. Evaluation and selection of government and social emergency management mode

4.1. Characteristic Evaluation of Government and Social Emergency Management Model

Government and society as two subsystems of public crisis management system, relying on their own advantages, can bear the corresponding responsibility in emergency management. As the manager of public affairs and the provider of public services, the government has many social resources. In emergency management, it can quickly allocate resources in the region and even the whole country for crisis treatment and use national forces to develop disaster prevention and relief technology. At the same time, social organizations occupy a major proportion in society, and their advantages in personnel and emergency perception make them play an extremely important role in emergency management. The development of emergency management activities inevitably involves the participation of the two. The degree of participation of the two constitutes four typical emergency management models. How to choose the most suitable emergency management mode in China depends on the characteristics of different modes and the specific national conditions of China. On this basis, it is necessary to evaluate the characteristics of different emergency management models in order to provide reference for the governance of emergencies in China.

4.2. Analysis of Emergency Management Mode in China

From the analysis of the current situation, it can be seen that the current emergency management system in China is dominated by a single government executive order, and formalism is relatively serious. The emergency response structure has not yet formed a unified system, and it is difficult to form an overall synergy effect. It is necessary to innovate emergency management mode in order to break the pattern of single governance of omnipotent government and separate government and social departments. So what kind of emergency management mode should be adopted in China today ?

From the perspective of the requirements of emergency management, emergency management is a response activity carried out to deal with emergencies, and emergencies are urgent, serious and uncertain, which involve all kinds of procedural and non-procedural decisions. These characteristics require the management subject to make decisions quickly when emergencies occur, mobilize and allocate all available resources for response, and need to find a "satisfactory" scheme in the case of limited information, resources and time. Relying on its own coercive force, the government's short-term allocation and decision-making ability of regional and even national resources can satisfy the governance of emergencies. Social subjects can make use of their advantages in personnel and resources to make up for the lack of government and share governance pressure. Therefore, emergency management has become a basic function and dimension of Chinese governments at all levels to strengthen social management and improve public services. The government should play a leading role in it, and the social subjects need to participate in the shared responsibility, which is consistent with the collaborative governance model.

From the reality of our country, that is, the ability of today's government governance, especially emergency management ability and social emergency management ability development degree of two dimensions are investigated. In terms of government governance capacity, with the help of the 2017 global governance index report, the data shows that China's government is in the forefront of the world in terms of governance mechanism, performance, decision-making and responsibility. Among them, the performance dimension ranks first in the world, referring to the government's investment in social health, environment, economy and crisis management. The total score of four dimensions is 628.3, ranking the third in the world, showing the outstanding ability of Chinese government in social governance [8].

In addition, Wang Shaoguang's earlier study, based on data published by the World Bank, pointed out that China's "government effectiveness" and "political stability" outperformed other countries in the six indicators to measure governance, while ' popular participation ' was the weakest. This reflects that the Chinese government's governance means are basically effective, and the level of governance is slowly improving. For emergency management, our government also shows good governance capacity. The establishment and institutional integration of the Ministry of Emergency Management in 2018 strengthened the complete process of government emergency management and promoted the development of national professional emergency management team. Each emergency response, our government has also played a leading role. From the pre-plan preparation of emergencies to the on-site rescue and disaster relief after the incident, the Chinese government has played a leading role as the main force in governance. Compared with the strong governance ability of our government, the development of social subjects is insufficient, especially in dealing with emergencies. First of all, from the current situation of social organization development can confirm the above point of view. Compared with China's rapid economic and social development and the increasing diversification of all aspects of society, the development of social organizations is slower. By the end of 2017, there were 762,000 social organizations nationwide, including less than 50,000 for emergency response. At the end of 2017, China's population was 1390.8 million, compared with 5.5 social organizations per 10,000 people in China. As early as2011, the developed countries have more than50social organizations per million people. Compared with the developed countries, China's social forces have not had the same governance capacity as the government. Secondly, China's social organizations to participate in emergency work started late, since the 2008 Wenchuan earthquake began to rise, lack of experience and ability and most organizations due to not through formal registration, has been affiliated to government departments or institutions to carry out work, still need to further improve the governance capacity. From the perspective of reality, compared with the government's governance capacity, especially the governance capacity of emergencies, the degree of social

development is still weak. The government and society should choose collaborative governance as the governance mode of emergencies.

5. Research on Emergency Collaboration Path

5.1. Improve the legal system of collaborative governance

A complete legal system is an effective guarantee for achieving collaborative governance. At present, the relevant provisions of our legal system for emergency collaborative governance are not perfect. The promulgation and implementation of 《the emergency response law》 in November 2007 requires the establishment of a sound and coordinated emergency system. The government should actively formulate relevant legal systems to provide strong legal support for the collaborative governance of emergencies. First of all, emergency collaborative governance should be law-based. Relevant departments should formulate a leading legal system for all aspects involved in the process of emergency collaborative governance, and ensure the coordination with other legal systems to provide support for emergency response. Secondly, the legal system should be operable and ensure the subsequent implementation and application. This can make the emergency management subject in a clear use of their rights and responsibilities under the premise of emergency management.

5.2. Establishment of organizational system for collaborative governance of emergencies

From the perspective of the existing emergency organization system in China, it is difficult to form an effective joint force due to the chaotic structure of the government and its departments with social organizations, and the separation of 'rules' and 'blocks'. In order to improve the performance of emergency collaborative governance in the future, the collaborative governance organizational system of government and social organizations should be constructed according to the process of emergency volunteer service. The collaborative governance of emergencies should firstly realize the collaborative governance of various departments within the government, and secondly realize the collaborative governance between the government and other social organizations and social organizations. Therefore, the government and social organizations should establish the concept of collaborative governance, and gradually improve the organizational structure of emergency collaborative governance: First, establish the power and responsibility system of collaborative governance. In the collaborative governance of emergencies, the government and social organizations should bear the rights and responsibilities corresponding to themselves, and form a pluralistic governance structure with responsibility, power and ability to match. Second, establish a flexible and open crisis management organization system, improve the response ability of the organization system, improve the effect of public crisis managem

5.3. Construction of emergency collaborative cooperation network of government social organizations

The traditional bureaucratic power model in China stipulates that the government has always been the center of social power, and there is even a "government-sponsored" situation. Thus, China ' s emergency management work also implements omnipotent government management, and other social organizations are difficult to play their subjective initiative in each stage of crisis management. The characteristics of emergencies, such as great harm and wide influence, determine that it is difficult for the management subject to be borne by a single subject, which should be the result of the joint efforts of the government and social organizations. This is also a breakthrough in the traditional bureaucracy and a manifestation of modern democratic politics. At the same time, the practice of countries around the world has shown that through the partnership between the public and private sectors and the mutual empowerment of the

state and society (Mutual Empowerment), so as to form a country' s administrative ability is strong, and the social organization is full of vitality. It is a powerful driving force for the coordinated development of social economy to realize the timely and effective treatment of public crises. [9] Now it is necessary to build a collaborative cooperation network between government and social organizations, optimize the dominant position of government in emergency collaborative governance, and coordinate the relationship between subjects.

5.4. Cultivation of emergency collaborative governance capability of social organizations

The smooth development of emergency collaborative work not only relies on the power of the government, but also needs the input of social organizations. At the present stage, the development level of social organizations in China is low. In order to improve the emergency coordination ability of emergencies in China, we must vigorously cultivate and develop social organizations, and play the role of social organizations in disaster prevention and mitigation. On the one hand, the government should gradually change its functions, build a service-oriented government, improve the information communication mechanism, smooth the channels of collaborative governance, and give social organizations good environment and diverse opportunities for development, so as to improve their autonomy and independence in dealing with public crises. On the other hand, social organizations should continuously improve their management level and make use of their own advantages to realize the value and role of social organizations. Social organizations should also strengthen their own internal personnel training and equipment improvement, improve their professionalism, actively participate in public crisis management with the help of available resources, and avoid being ridiculed by the public because of improper measures.

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