

Community Emergency Management Mode From the Perspective of Holistic Governance: A Case Study of Emergency Demonstration Community in T District

Muyun Liang

School of Public Affairs and Law, Southwest Jiaotong University, Chengdu, Sichuan, 610000, China

**Corresponding author. Email: liangmy569@163.com*

ABSTRACT

As the basic unit of a city, community is the primary "impact ground" of risk disasters. Under the frequent occurrence of various disasters, it is particularly important to improve the community's ability to resist risks through emergency management. At present, there are some problems in community emergency management construction, such as poor coordination of subjects, insufficient participation of non-government subjects, and inefficient integration of emergency resources. By analyzing the successful cases of emergency demonstration community, this paper explores the community emergency management mode from the perspective of holistic governance, in order to provide reference for the community emergency management construction.

Keywords: *Holistic governance, community emergency management, emergency demonstration community*

1. INTRODUCTION

With the acceleration of modernization, society is facing complex risks and emergencies while making continuous progress. This has gradually increased the requirements for emergency management capabilities. Emergency management is also an important part of national governance system and capacity. Community is the primary impact ground of various disasters. Community residents are direct victims. When a disaster occurs, it is difficult for the government to rescue the residents at the first time. Therefore, the community needs to establish its own emergency management mode in order to effectively cope with the impact of disasters. However, there are still many problems in the construction of emergency management in Chinese communities. When the emergencies arrive, the various subjects of the community do not cooperate well. Non-governmental organizations are limited by many conditions in emergencies, and cannot achieve good cooperation with the government[1]. It is difficult to deal with changeable risks only by relying on the power of the government. Emergency resources belong to different departments for management and deployment, and there is a lack of resource sharing mechanism between them [2].

How to integrate emergency resources and gather the strength of each subject has become an urgent problem to be solved in community emergency management. The holistic governance theory emphasizes that the needs of citizens are oriented and information technology is used as a means to coordinate and integrate fragmentation issues such as governance levels, functions, and relations between various departments[3]. Zhu Ganwei argues that the background of holistic governance theory is the reflection on the decline of new public management[4]. Since then, some scholars have applied the holistic governance theory to urban management system, rural governance and inter-governmental relations, providing new ideas for government's governance[5-8]. Emergency management includes prevention, disposal and recovery, which can effectively reduce the damage caused by emergencies[9]. The improvement of community emergency management ability can reduce the impact of disasters on community residents. In the past community governance, community organizations usually worked under the management of the government. The participation of residents is very low. However, community governance includes multiple roles such as state, citizen, social organization, and market[10]. Using holistic governance theory to analyze community

emergency management mode is to integrate multiple roles of community governance to improve community's emergency management capabilities. Therefore, this paper is case-oriented and explores the general model of community emergency management through the experience of emergency demonstration community.

2. EMERGENCY DEMONSTRATION COMMUNITY: EMERGENCY MANAGEMENT PRACTICE OF SOME COMMUNITIES IN T DISTRICT

T District is a national new district in Sichuan Province. Before the establishment of emergency demonstration community, many communities in T District generally had problems such as lack of emergency management institutions, shortage of emergency materials, and irregular plans. In 2015, T District focused on community emergency response capacity building, and completed the construction of 42 communities in 13 streets. Nowadays, the community emergency management organization in T District has gradually improved. The role of non-government subjects in the construction of community emergency management is revealed.

2.1. Community cadres have outstanding emergency response ability

T District reformed from the management to improve the emergency response ability of community cadres. During the construction of emergency demonstration community, community cadres integrated the original safe community and comprehensive disaster reduction community, so that all functional departments can share resources. The emergency leading group of S community and E community is composed of members of the "two committees". When an emergency occurs, members of the "two committees" of the community conduct 24-hour monitoring. In addition, T District invites experts to give special training on emergency management to community cadres every year. The contents include emergency attendance, information submission, emergency handling, etc. Community cadres' emergency management ability has been further improved.

2.2. Emergency teams play a major role

The community emergency team is the first response organization after emergencies. Under the guidance of community cadres, emergency teams in T District gradually improved. Emergency teams play an important role in emergency management after professional training. The S community is an

emergency demonstration community, and its emergency team includes members of the "two committees", grid workers and volunteers. The S community has strengthened the training of volunteers and grid workers in emergency response, and fully utilized the advantages of non-governmental entities that can respond quickly at the first scene. In 2019, according to the types of emergencies, special headquarters for earthquake relief, production safety, flood control and drought relief, fire safety and public health emergencies were set up in T District.

2.3. Establish a governance model of multi-agent cooperation

In the traditional government-led community emergency management mode, community committees work under the guidance of the government. Community committees have many daily affairs, and there is little professional knowledge of emergency management. In order to improve the community's emergency management ability, T District has made reforms in the construction of emergency demonstration community. The community emergency capacity building in T District has adopted a tripartite cooperation approach. These three parties are: community, T district management committee and expert team in emergency management direction. The expert team put forward a clear goal for the construction of community emergency management. Under the guidance of expert team, several communities have improved emergency management information in a scientific way. At the same time, in this long-term cooperative relationship, community cadres constantly learn from the expert team and thoroughly understand the planning scheme.

2.4. Improve residents' emergency awareness through multiple channels

In the practice of emergency management, many residents think that it is the government's job to deal with emergencies. Residents' awareness of risk prevention and participation are very weak. Emergency education in community usually focuses on written propaganda, and does not pay attention to the improvement of residents' emergency awareness. In the construction of emergency demonstration community, T District has promoted residents' emergency awareness through multiple channels. Through the construction of "group prevention and treatment", many communities in T District have improved the emergency response ability and awareness of the masses. "A practical drill, a theme movie and an emergency experience" is a tour activity carried out by communities in T District. These activities are carried out every year and attract tens of thousands of people. The F community combines

online and offline through WeChat, bulletin board, and door-to-door publicity to create a fire safety atmosphere at home.

3. COMMUNITY EMERGENCY MANAGEMENT MODE BASED ON HOLISTIC GOVERNANCE

Through the discussion of the above emergency demonstration community cases, this part is to construct the general mode of community emergency management by using the holistic governance theory. This mode integrates multiple subjects in community governance, and analyzes the role of each subject in community emergency management. At the same time, the connections among the subjects are also pointed out. Under the guidance of the government, community organizations play a leading role in community emergency management. When an emergency occurs, members of the community organization feed back information to the coordination institution. The government can know the disaster situation at the first time through the coordination institution. The coordination institution shall uniformly release information and allocate emergency resources. With the education and mobilization of government and community organizations, residents can also actively participate in community emergency management. The specific community emergency management mode is shown in Figure 1.

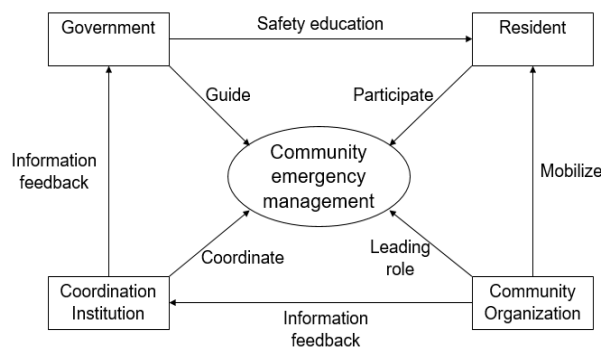


Figure 1 Community emergency management mode

3.1. Form an emergency management structure coordinated by multiple subjects

To achieve an integrated effect in community emergency management, all subjects need to participate and coordinate with each other. The government should pay attention to the guidance of community organizations and residents. In daily work, community organizations need to establish emergency management systems and plans, and actively mobilize residents to participate in the construction of

emergency management. When emergencies occur, the rapid response of community organizations can also reduce the losses caused by disasters. By establishing the participation mechanism of government, community organizations, enterprises and the public, we can promote the participation of multiple subjects in emergency activities. At the same time, the community should change the traditional government-led emergency management mode and use information technology to establish an emergency management platform with multi-party cooperation between the government and society.

3.2. Establish specialized institution to strengthen information communication and allocate emergency resources

Information technology plays an important role in holistic governance. The decentralization of disaster information makes it difficult for the government to grasp the disaster situation of the community. It is also difficult for emergency supplies to be delivered to the disaster-stricken area in a short time. Through the establishment of comprehensive and specialized community coordination institutions, various government departments and non-governmental organizations will be integrated. In the event of an emergency, the institution shall uniformly release information to guide and coordinate various departments. By establishing an information sharing system, the government can know the disaster situation in time, and community members can give information feedback in time. The institution plans materials uniformly and defines the person responsible for material management. The allocation of materials through information sharing channels can avoid the waste of resources. Under this unified and coordinated mode, emergency materials can reach the affected areas at a faster speed.

3.3. Multi-channel publicity to enhance residents' emergency awareness

The emergency awareness of community residents is very important. The higher the level of individual knowledge reserve, the deeper the understanding of potential disasters and vulnerabilities, and the smaller the losses suffered. Residents participating in the construction of community emergency management can not only reduce their own disaster losses, but also realize mutual assistance among residents. The government and community committees can use the Internet to carry out safety education activities that combine online and offline. Community organizations should enhance residents' emergency awareness through various channels in daily life, and actively mobilize residents to participate in the construction of

community emergency management. The community can use WeChat to push security common sense and emergency news. The committee can mobilize residents to actively participate in emergency simulation activities. The residents' emergency awareness and emergency response capabilities will be improved in activities.

4. CONCLUSION

Under the frequent occurrence of various natural disasters, accidents and public health emergencies, emergency management needs multi-subjects to participate. As the basic unit of a city, community is the main living place of residents. The role of community in emergency management directly affects the safety of the whole city. Holistic governance advocates strengthening the coordination and cooperation among the government, the public and non-governmental organizations. It will make full use of the advantages of non-government entities and create a cooperative and complementary governance structure. Introducing holistic governance theory into community emergency management can effectively solve the problem of fragmentation of emergency management, fully mobilize the enthusiasm of all subjects and jointly build a resilient community.

REFERENCES

- [1] Zou, H.J. (2010) Cooperation between government and non-governmental organizations in dealing with public emergencies. *Administrative Forum*. Vol.17: p.69-72.
- [2] Cao, H.F. (2013) Analysis on the construction path of linkage mechanism of emergency management for major emergencies. *Academic Journal of Zhongzhou*. Vol.12: p.18.
- [3] Han, Z.Z.,Zhang, D.D. (2017) Research on the Theory of Holistic Governance —— History, Present Situation and Development Trend. *Journal of Yanshan University*(Philosophy and Social Science Edition). Vol.18: p.39-48.
- [4] Zhu, G.W. (2008) From New Public Management to Holistic Governance. *Chinese Public Administration*. Vol.9: p.52-58.
- [5] Zhang, B.X.,Zhao, G.Y. (2014) New Urbanization Construction from the Perspective of Holistic Government: A Case Study of Hangzhou. *Journal of Zhejiang Ocean University*(Humanities Sciences). Vol.31: p.63-69.
- [6] Lang, Y.X. (2015) Towards overall governance: the current situation of village administration and the trend of rural governance. *Journal of Central China Normal University*(Humanities and Social Sciences). Vol.54: p.11-19.
- [7] Han, Z.Z.,Lu, B. (2017) Research on Intergovernmental Cooperation Mechanism in Smog Control in Beijing, Tianjin and Hebei. *Journal of Tianjin Administration Institute*. Vol.19: p.73-81.
- [8] Han, Z.Z.,Dong, Z. (2019) Research on Beijing-Tianjin-Hebei Transportation Integration Based on Holistic Governance. *Journal of Hebei University*(Philosophy and Social Science). Vol.44: p.90-96.
- [9] Tong, S.Y. (2010) Analysis on Emergency Management of Emergencies in China —— Guided by the Scientific Outlook on Development. *Reform & Opening*. Vol.22: p.104-105.
- [10] Bowles, S.,Gintis, H. (2002) Social Capital and Community Governance. *Economic Journal*. Vol.483: p.419.