

## Research on Social Participation Mechanism of National Emergency Management

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**Abstract:** Organizing social forces, mobilizing social resources to cope with major emergencies, and constructing a system of emergency assistance that is widely involved in society is an important guarantee for achieving emergency management goals. According to the emergency management practices of the United States, Japan and Germany, this paper combines the virtual network to bring new features of social participation, Comparing the experiences of various countries, it points out the diversification of governance subjects and governance models in the emergency management process and the development trend of mutual opening and mutual circulation between government and social boundaries.

### 1. Introduction

At present, the world has gradually entered a period of development of a “risk society”, and emergency management has become a common challenge facing all countries in the world [1]. A cross-country comparative study of emergency management in countries in transition in the Baltic States shows that: In the process of market transformation and democracy construction, transition countries often show more vulnerability, which makes the frequency and intensity of emergencies in these countries greatly increase [2]. At present, China is in a critical period of reform and development of “economic transition, social transformation and market transformation”, Modernization has entered a new stage, with a series of factors affecting public safety, and with a vast territory, China has entered a period of frequent incidents. Therefore, how to effectively respond to emergencies and minimize the adverse effects brought about by them is especially important for China, which is in a critical period of social transformation.

In the emergency management process, the government that plays a leading role usually occupies a core position, but due to the limitations of the government itself in terms of resource allocation, personnel structure, and organizational system, Inevitably, there is a phenomenon of failure, which makes it difficult for the government to achieve emergency, efficient, rapid, coordinated and flexible emergency assistance. Organizing social forces, mobilizing social resources to cope with emergencies, and building an emergency response system for the overall participation of society is an important guarantee for achieving emergency management goals.

In the process of emergency management practice in modern western countries, the high participation of various social organizations and ordinary citizens, the social self-governance, the high development of various social organizations and mechanisms outside the government, the diversification of governance subjects and governance models are becoming core facts and Develop the mainstream. Through the openness and mutual circulation between the government and social boundaries, the goal of resolving the crisis, reducing disasters and disasters, social reconstruction, maintaining public security, social harmony and sustainable development, and minimizing incident losses has been achieved.

## **2. Research on Foreign Participation Mechanism of Emergency Management**

As a public security issue that human beings cannot resist, emergencies can minimize the consequences of casualties, property losses and other consequences if they can take reasonable and effective measures to avoid secondary hazards. An effective social participation mechanism can enhance people's ability to respond to emergencies, especially in the short time after an emergency, the scene is chaotic, and the professional team fails to arrive in time. For example, the earthquake in Maharashtra in India in 1993, the California earthquake in 1994, the Great Hanshin-Awaji Earthquake in 1995, the Hurricane Katrina in 2005, and the Haiti earthquake in 2010, community organizations play a key role in emergency relief. In addition, due to the damage that the government may suffer in the event of an emergency, its ability to implement and manage decision-making in the early stage of an emergency is depleted. It is even more important for social groups to mobilize private volunteers to make up for the role of government. For example, in 1999, the 7.4-magnitude earthquake in the Marmara region of Turkey killed more than 17,000 people. The Turkish government was paralyzed after the disaster, and 40 non-governmental organizations formed the "Civil Society Earthquake Coordination Committee" to provide relief for more than 250,000 victims. Supplies, build tents [2], A similar incident occurred in the rescue of flood victims in Pakistan in 2010. In short, the importance of social participation in emergency management has led to the exploration of effective social participation in emergency management and organizational technical methods on a global scale.

Due to the developed economy, early exploration and practice, accumulated experience, unique ideas and systems, and perfect systems, there are many references in the practice of emergency management social participation in developed countries. The following is an example of the United States, Japan, etc., to analyze the construction of social management mechanisms for emergency management in developed countries.

### **2.1 US Emergency Management Social Participation Mechanism**

The United States is one of the most natural disaster-prone countries in the world. The frequency of natural disasters such as hurricanes, tornadoes and tsunamis is high. At the same time, due to the economic development, the frequency of human-emergency emergencies is also high. Therefore, the United States has always attached great importance to emergency management. The American civil society, which is characterized by a large number of associations and active community activities, has extensive and profound influence on its emergency management social participation. The local and community-level emergency social participation also provides stability for the sustained and good development of American society. Especially after the "9.11" terrorist attacks in 2001 and the "Katrina" hurricane disaster in 2005, the US government has continuously improved its concept and model of emergency management and became the object of study and imitation in all countries of the world.

The US National Emergency Response Framework regulates the role of the private sector and NGOs in emergency response. For a long time, through the active encouragement of the US government and the spontaneous response of the people, some private organizations and non-governmental organizations in the United States have always played an important role in disaster relief. In the past rescue and relief efforts, the private sector has undertaken more government agencies. The disaster prevention and relief mission has become an important feature of the US disaster prevention and relief system. The private sector plays an important role in the disaster prevention, disaster relief and recovery phases. First, they must provide relief and protection to employees in the workplace; second, emergency managers must work closely with the business community to provide the necessary water, electricity, communications networks, transportation, medical care, security, and many other services.

According to the Johns Hopkins University Center for Civil Society Research (CCSS), "half of

the universities and hospitals in the United States, nearly two-thirds of social service agencies, most citizen associations, and almost all symphony orchestras are non-profits of civil society organizations department." [2] Take the official US statistics in 2009 as an example. A total of 63.4 million Americans over 16 years old participated in community volunteering. From 2002 to 2009, the national average volunteer participation rate was above 26.5%. At the same time, the average volunteer participation rate in each US state ranged from 19% to 44.2%. They contributed about 8.1 billion hours of labor, contributing 34.4 hours per person, and individual state volunteers even had 86.9 hours of volunteer service worth \$16.9 billion [2]. The contributions of non-governmental organizations and voluntary organizations in emergency management include: training and managing volunteers; identifying places and materials for asylum; and providing emergency services such as clothes, food, cleaning supplies, and temporary shelters to those in need, Or post-disaster cleaning assistance; determine which needs are not met, assist with supply assistance, etc.

Specific to the social participation process of emergencies, first of all, the comprehensive emergency management of the United States through unified leadership and hierarchical management [2], actively coordinate the participation of social groups and individuals. However, when the incident occurred, the first responsible person of the administrative management strategy was the state where the place occurred. The US federal government only gave emergency assistance to the president in accordance with the emergency method for the part that surpassed the local coping ability. In particular, when a serious incident comes, the president approves the federal bailout and will initiate the Federal Emergency Management Agency (FEMA) under the US Department of Homeland Security to coordinate the command during major emergencies and actively plan and manage the entire emergency. For example, civil society organizations represented by the American Red Cross and FEMA work closely together to form a force that cannot be ignored in disaster reduction and relief. When the government takes action on a large-scale major disaster relief, their preferred partner is the American Red Cross. In the disaster relief operation, FEMA will learn about the disaster from the American Red Cross in the affected area. The American Red Cross communicates with FEMA members in the joint office nationwide. The Red Cross also works closely with local and state governments to share information [2].

## **2.2 Japan's Emergency Management Social Participation Mechanism**

Years of emergency management experience has enabled Japan to form a multi-subjective linkage disaster relief model, and the extensive participation of various social forces has greatly reduced the loss of disasters. The wide participation of Japanese society in diverse subjects includes two aspects: public participation in emergency prevention and participation of volunteers or civil society organizations. Public participation is an important feature of Japan's disaster prevention system. Every year, Japan organizes publicity and exercise activities for various emergencies, through the exercise, the government and the public know how to "self-rescue" and "mutual rescue" in the event of a disaster, and avoid a chaotic situation during the disaster.

Social participation, which is dominated by non-governmental organizations (NGOs), plays an important role in disaster reduction and relief in Japan. With the rapid economic growth in the 1960s and 1970s, the first batch of NGOs emerged in Japan, which mainly promoted the development of Japanese overseas public welfare activities. After the 1980s, the instability of the international situation prompted a large number of Japanese volunteers to set up NGOs spontaneously and went to disaster areas to carry out rescue activities. "Since the Great Hanshin-Awaji Earthquake in 1995, the voluntary activities of NGOs have evoked the attention of the whole society in this field. It has started an unprecedented NGO fever." [2] The positive role played by Japanese NGOs in earthquake relief has aroused the society's emphasis on NGOs and has changed the Japanese government's long-standing cautious and restrictive attitude. Therefore, in 1995, it was called the "first year of volunteers" in Japan. On January 17th, it was designated as the "Disaster Prevention and Volunteer Day" by the Japanese government. It was designated as

"Disaster Prevention and Volunteer Week" for three days before and after the 17th. In 1998, the Japanese National Assembly passed the "Special Non-Profit Promotion Act" to promote the healthy development of non-governmental organizations from the legal system level. In 2005, the "Personal Non-Profit Group Survey of the Year of 2004 (2004)" published by the Economic and Social Research Institute of the Cabinet Office of Japan showed that the number of Japanese non-governmental organizations has reached 177,000.

Taking the Japanese society participating in the rescue mechanism of the Hanshin-Awaji Earthquake as an example, the specific division of labor in the social participation process of Japanese emergencies was analyzed. According to incomplete statistics, on average, more than 20,000 volunteers participated in the disaster in the disaster area every day. Nearly 1.2 million volunteers were active in the first line within three months. After the earthquake, the amount of social donations in Japan reached 180 billion yen, and all of them were handed over to local and central joint fundraising associations. The Central Joint Fundraising Association is a civil society organization for social disaster relief and social welfare. It conducts a national unified fundraising event every year, and donates money. The scope is implemented to the households. It is used for the condolences of the deceased or relatives who are unaccounted for and those who have caused damage to the house or the half-damaged family, and the education subsidy for the affected children. In addition, the Peace International Volunteers (SVA), which was established in 1981 to help refugees, also played an important role in the Great Hanshin Earthquake. SVA made an emergency rescue decision within 24 hours after the earthquake. On the next day, it sent an investigation team to the disaster area, appealed to relevant universities and recruited volunteers through the media, set up an emergency rescue department in the disaster area and sent the first batch of volunteers. ; According to the specific situation, timely adjust the rescue mechanism, carry out the household survey of local residents; actively participate in public welfare activities such as community construction and neighborhood reconstruction in the shantytown, and strive to build cooperative relations with various NGOs; commit to build regularity in the disaster area and the whole country Interactive web platform [1]. At the same time, the tsunami and earthquake further integrated Japanese folk groups. According to Japan's "Yomiuri Shimbun" report, at the end of March 2011, more than 140 non-governmental organizations in Japan jointly established the "East Japan Earthquake Support National Network." In addition to various non-government organizations and volunteer support groups from all over the world, the government-led Central Joint Fundraiser, the Japan Red Cross, and the Japan Life Synergy Federation also joined [2].

### **2.3 German Emergency Management Social Participation Mechanism**

Among the developed countries, Germany has unique characteristics in the social management mechanism for emergency management. The German emergency rescue team system has formed a division of labor with fire protection as the core, technical rescue as the backup backbone, volunteers as the pillar, and social participation. The teams involved in emergency rescue mainly include the Fire Center, the Federal Technical Assistance Agency, the Public Accident Hospital and various volunteer rescue organizations. Unlike other countries, the main body of emergency services in Germany is not a government but a volunteer. In this country of 80 million people, a huge emergency rescue team with a total of 1.8 million volunteers has been established [1]. Volunteer work involves various fields such as environmental protection, animal protection, psychological hotlines, charity affairs, and sports culture. The number of firefighters in the volunteer team was the highest, at 1.3 million. There are also about 500,000 emergency rescue volunteers located in the field of emergency rescue such as medical, communications, maritime, technical rescue, assistance and management.

Specific to the social participation process of emergencies, Germany's comprehensive emergency management actively coordinated social forces to participate in rescue through unified leadership and hierarchical management. The federal government will provide emergency coordination and disaster relief only if the disaster exceeds the state's capacity and the state government requests

support. At the federal level, the two agencies directly under the Federal Ministry of the Interior are the Federal Ministry of Civil Protection and Disaster Relief (BBK) and the Federal Technical Assistance Agency (THW).

The German Emergency Command is usually divided into two headquarters, the Administrative Command and the Tactical Command. The administrative command department, also called the crisis command department, is the administrative level command department, which is composed of relevant government departments and agencies, and is responsible for administrative decision-making and communication coordination of emergency rescue at the rear. The tactical command department, also known as the leadership command or technical rescue command, is the tactical level command, composed of professional rescue agencies and volunteer organizations, and is responsible for the specific implementation of on-site rescue in front. The division of labor is clear and the connection is close. It can prevent the Chief Executive from taking on work beyond his ability, and can make the tactical commander concentrate on rescue and improve rescue efficiency. The administrative command department is only established if the disaster is serious and the situation is serious and the relevant functional departments need to provide administrative support. Regular rescues only set up a tactical command. In the tactical command, the internal members consist of four groups: the Human Resources and Internal Affairs Group (S1), the Disaster Situation Group (S2), the Task Assignment Group (S3), and the Logistics Support Group (S4). Media public relations can also be set according to the situation. Group (S5), communication group (S6), and also need to join the expert and agency representative department (S7) according to the nature of the event. The German tactical command is usually the responsibility of the fire department of the incident. That is to say, the fire brigade is the main emergency rescue team and the main force of emergency rescue in Germany. All other forces involved in the rescue need to be under the command of the fire chief commander. In the Federal Civil Protection and Disaster Relief Act, Germany emphasized that "the relief organizations that are particularly suitable for cooperation include the Workers' Samaritan Union, the German Water Rescue Association, the German Red Cross, St. John's Relief Agency and the German International Malteze The aid organization, the principle of the military participating in the rescue is "who applies for paying", and in the emergency response, these organizations are led by the fire brigade.

### **3. Conclusion**

The social participation mechanism for disaster reduction and relief is an important part of the social risk resilience mechanism including the government, enterprises, media, communities, social organizations, and individual citizens. Due to the differences in historical and cultural traditions and economic and social development, the social participation mechanisms for disaster reduction and relief in different countries have their own characteristics. However, in general, there are some common experiences in countries with smooth mechanisms and good results.

#### **3.1 A Sound Legal System that Stipulates the Cooperative Relationship between the Government, Citizens, and the Third Sector**

In response to the needs of emergency management, a sound legal system has been established to clearly define the relationship between "governance, self-rescue and mutual assistance" between the government, citizens and the third sector, so as to ensure the smooth passage of social participation channels and the protection of rights and interests. Japan attaches great importance to learning from the disasters and crisis incidents, and has repeatedly revised the Basic Law on Disaster Prevention and Management, which was promulgated in 1961, which clarifies the basic responsibilities and cooperative relations of various social sectors, Special responsibilities are imposed on the responsibilities of third-tier government cities, towns and villages that are closely related to the grassroots. At the same time, the "Basic Law on Disaster Countermeasures" and the "Regulations on Countermeasures for Earthquake Disasters in Tokyo" stipulate that residents are obliged to participate in voluntary mutual rescue operations. The German government has introduced the Civil Protection Law and the State Administration's "Disaster Protection Law", "Ambulance Law" and

"Citizen Protection Law" and other laws, which further clarify the duties of governments at all levels to participate in citizen protection. There are many volunteers in Germany, and many laws and regulations concerning volunteers' participation in emergency rescue, such as the Military Service Law and the Technical Relief Agency's Rights Regulations, have also been promulgated. The United States is implementing a series of programs such as the Community Emergency Response Teams (CERT) program, the Fire Corps program, and the Volunteers in Police Service (VIPS). Plans to strengthen social participation, and enact the "Emergency Management Assistance Agreement", "Emergency Management and Homeland Security Law", "Volunteer Protection Law" and other laws to clarify the relationship between the government, citizens, and the third sector to protect their respective rights and interests.

### **3.2 Pay Attention to And Encourage the Participation of Social Organizations and Community Organizations in Disaster Reduction and Relief**

In the post-disaster rescue phase and the early stage of disaster prevention, crisis warning, and information monitoring, we will give full play to the advantages of close integration and strong public welfare of social organizations and the public, and actively absorb social organizations to participate in crisis management. The United States pays special attention to the establishment of a civil community disaster prevention system, and through various measures to absorb the participation of civil society in crisis management, greatly alleviating the government's disaster relief pressure. Volunteer organizations are hailed as "the pillar of the German citizen protection system" and constitute a major feature of the German disaster reduction and relief cause. As a place of modern market economy and civil society, there are a large number of non-governmental organizations in the UK that focus on private charity, focus on public service, and participate in volunteering, Form a good situation in which the public sector and social welfare organizations work together to promote disaster reduction and disaster relief.

### **3.3 Pay Attention to Raising the Awareness of Disaster Prevention and Relief for the General Public**

On September 1st, as a national disaster prevention day of Japan, a disaster prevention exercise involving the Prime Minister and relevant ministers was held to test the operational coordination ability of the relevant agencies of the central and local governments, and conduct practical training for various personnel. Germany will enhance citizen crisis awareness as an important part of emergency management, and use the "Crisis Prevention Information System" (deNIS) to provide knowledge of self-protection under various crises. The civil defense education training in the United States is led by the Federal Emergency Management Agency. It is responsible for formulating a national civil defense education and training program and leading civil defense education and training in 10 civil defense areas across the country [1].

### **3.4 Social Participation Throughout the Entire Process**

Social participation runs through the entire process of emergency rescue, and the government encourages social participation. Social participation has been carried out from pre-disaster prevention, disaster relief, and post-disaster return visits. Pay special attention to the post-disaster disasters through the residents to review the functional process of community disaster reduction to achieve the purpose of sustainable development community or flexible community construction.

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