

# Research on the Social Mobilization Mechanism for Improving Emergency Response Capability in Unforeseen Events

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**Abstract.** This paper investigates the social mobilization mechanism in emergency response through the integration of emergency management and social mobilization theories with various scientific analysis methods. The aim is to explore the importance and development prospects of a reasonable and scientific social mobilization mechanism for enhancing emergency response capabilities in sudden events and to seek practical and valuable improvement measures to enhance the effectiveness of emergency management in emergency response and rescue.

**Keywords:** Mechanism of Social Mobilization; Unforeseen Events; Emergency Management.

## 1. Introduction

China is in a period of social transition, and national governance has gradually transformed into a modern governance model. Especially after experiencing disasters such as the Motuo earthquake and the Xingtai earthquake in the early days of the founding of the People's Republic of China, and the concerted efforts of the emergency social mobilization in the fight against SARS and the Wenchuan earthquake, the establishment of the Ministry of Emergency Management of the People's Republic of China has a strong desire and demand for how to improve the emergency management social mobilization and establish a people-oriented, reasonable and efficient emergency social mobilization mechanism.

The concept of social mobilization in China was first introduced from abroad and widely used in the people's movement, and then gradually developed in the planned economy and Economic Reform and Open Up. At first, there were few studies on the emergency social mobilization mechanism, but after experiencing the impact of major disasters such as the SARS epidemic in 2003 and the Wenchuan earthquake in 2008, the research on the emergency social mobilization mechanism in China has increased rapidly. Moreover, compared with the macro and abstract conceptual understanding of foreign countries, China's definition of social mobilization appears to be more micro and concrete, for example, Professor Wu Zhongmin believes that "the so-called social mobilization refers to the process of purposefully guiding members of society to actively participate in major social activities".[1] Professor Zheng Yongting think that social mobilization "can also be called social mobilization"[2]. Domestic scholars' research on emergency social mobilization mechanisms is more practical, that is, to serve the country's modern governance system and concepts. Some scholars rely on the emergency social mobilization mechanism according to the crisis management and disposal, and believe that the reasonable and scientific social mobilization mechanism can achieve the efficient concentration of social resources, the effective guidance of public sentiment, and the close cooperation of social organizations, which is a modern means and an important way for the state to prevent and resolve emergencies, and emergency social mobilization runs through the whole process of emergency response, and different appropriate policies and systems are formulated at different demand stages. Research on the construction of social mobilization mechanism for emergency management of public emergencies[3]. Some scholars believe that the key to improving the management level and quality of emergency response to public emergencies is an effective social mobilization mechanism, which is to improve the social mobilization mechanism by reducing the cost of emergency response and promoting the benign interaction between the social and the government, so as to promote the reasonable and efficient participation of social forces in the whole process of emergency management[4]. In general, the existing research literature is still more about the overall system and the corresponding means, and there is a lack of research on the long-term normalization mechanism, as well as the reflection on the clarity of the golden rescue time and related

rights and responsibilities in the early stage of emergency response, which is also the direction of this paper, hoping to supplement the development of the social mobilization mechanism of emergency management.

## **2. Cases analysis**

On August 11, 2019, due to the impact of super typhoon "Lekima", heavy rainfall fell in many places in Lin'an District, Hangzhou City, Zhejiang Province, resulting in flash floods, landslides and mudslides, affecting 106893 people, killing 3 people, missing 4 people, and causing direct economic losses of 169 million yuan. In this emergency, the Hangzhou Municipal Government launched an emergency response to carry out emergency social mobilization, and achieved certain results and reference value in the process of emergency response, this paper will analyze the social mobilization mechanism in the process of landslide emergency response in Lin'an District, Hangzhou from four aspects. According to his own experience in participating in the emergency response of Lin'an landslide, the emergency response process of this case involves many departments, and the overall disposal process and emergency response are in line with the research prospects, and there is a reliable data source and factual basis for the research on improving the emergency response ability of grassroots teams.

### **2.1. Focus on disaster situation and integrate rescue forces**

The social mobilization mechanism can effectively integrate the rescue forces of all parties, and also allow the rescue forces of all parties to effectively invest in the rescue process. The scientific and reasonable social mobilization mechanism ensures the efficiency and legitimacy of all sectors of society to carry out or assist emergency rescue in the face of emergencies, and ensures that the first time rescue forces can fully participate in the rescue process. In the process of disaster handling, the Hangzhou government focused on the emergency response through the social mobilization mechanism and integrated the forces of various departments and social organizations. The emergency management department, the armed police force, the civil defense department, the militia organization, the Blue Sky Rescue Team, medical institutions, the telecommunications and power department and the local community all participated in the emergency rescue process through the reasonable social mobilization mechanism. Formed a government-led system, and multiple subjects jointly built a joint emergency response cooperation system. In this emergency response, it is highlighted that various organizations and teams can achieve mutual cooperation and communication, such as the combination of fire rescue team personnel in rescue professionalism and armed police team vehicle transport. Through the helicopter of the armed police team, the rescue backbone of the fire rescue team is directly sent into the core area of rescue and disposal to carry out search and rescue and on-site command. All teams and organizations were able to supplement their strength during the disaster, such as the rescue discipline of the fire rescue team and the professionalism of rescue equipment, the equipment advantages of the armed police force and the social effect of maintaining order, the human resources and social appeal of the militia, and the high-quality and high-tech rescue capability of the Blue Sky Rescue Team for mountain rescue. The rapid construction of the mobile communication emergency network by the telecommunications sector has achieved excellent results in focusing on the disaster situation and integrating rescue forces.

### **2.2. Logistical supplies complement rescue capabilities**

Social mobilization has the effect of promoting the rational allocation of resources, concentrating all kinds of human, material and financial resources required for rescue in a short period of time, which not only guarantees the insufficient logistical support of rescue teams in emergencies, but also effectively supplements the insufficient strength of emergency rescue teams, which is conducive to the promotion of disaster rescue and emergency disposal. In this rescue, the rescue forces dispatched in the first time, in order to ensure the sufficient golden rescue time, immediately dispatched in the confirmation of rescue equipment and personnel in place, and did not prepare follow-up logistics supplies, especially the rescue dispatch time is just at night, and some rescue workers are facing hunger, fatigue and other conditions. When the rescue process continues until late at night, it is faced with the situation that there is no effective rest area for the rotation personnel.

### **2.3. Guiding the social atmosphere and the social masses to actively respond and cooperate**

With the advancement of technology, unexpected events rapidly ferment their impact on social atmosphere and public emotions under the damage effect and public opinion effects. At the same time, in the situation of information asymmetry between rescue sites and online public opinion, online public opinion is prone to causing social panic, which is not conducive to emergency rescue of unexpected events. In this emergency, rescue forces were able to arrive at the scene as soon as possible, and the arrival of rescue related vehicles gave the public considerable confidence. The local government and community's publicity and guidance further avoided panic and impact. This enables local government staff and community members to devote more energy to assisting emergency forces in the rescue process, effectively alleviating rescue pressure and facilitating the rapid and efficient resolution of emergencies.

## **3. Problems and causes of social mobilization mechanism in the landslide of Lin'an Mountain in Hangzhou**

### **3.1. Problems in the Social Mobilization Mechanism in the Landslide of Lin'an Mountain in Hangzhou**

#### **3.1.1. Insufficient coordination among all parties during the golden rescue period**

According to the text, during the golden rescue time of the sudden incident in Lin'an District, Hangzhou City, Zhejiang Province, the rapid concentration of rescue forces from all sectors of society did generate a huge initial force for rescue. However, faced with the concentration of departments and social organizations that were not connected by themselves, there was a lack of strong and powerful leadership cores, making it difficult to achieve a high level of overall coordination. Although there were relevant leadership groups and corresponding command centers, However, the complexity of participating in rescue forces has led to a more extensive command approach, with more layers of deployment and command. This has even resulted in a shortage of emergency rescue personnel in the emergency department, making it difficult to transport injured people, while the armed police force has abundant personnel, making it difficult to participate in rescue, resulting in serious waste of human resources. Until the golden rescue time was passed, various forces gradually coordinated to solve the problems of insufficient coordination and communication as well as lag.

#### **3.1.2. Social mobilization mechanism coordination and scheduling lag**

Social mobilization should establish reasonable and comprehensive emergency response plans based on the suddenness of emergencies, relying on the formal authority granted by national laws and regulations, and then setting corresponding contingency plans for emergencies according to the actual situation of the region and relevant historical experience, in order to reduce the losses caused by emergencies. According to the emergency management guiding ideology of prevention as the main focus in our country, efforts are made to prevent accidents before they occur, and having a reasonable and efficient emergency plan can make rescue efforts during the golden rescue time significantly effective, making the golden rescue time a true golden time. For example, in the emergency response to this sudden event, during the initial golden rescue time, although all rescue forces received orders to urgently deploy, there was no corresponding plan organization to cooperate and assist upon arrival at the scene, and they were basically in a state of each doing their own thing and shouting what was needed.

#### **3.1.3. Lack of scientific norms in social mobilization mechanisms**

There are still shortcomings in social mobilization at the legal and regulatory level. In today's laws and regulations, most of them describe the social mobilization system for national defense mobilization and other situations. In terms of emergency social mobilization, compared with various emergency laws specifically issued by Russia, Japan, and European and American countries, China does not have a corresponding specialized 《Emergency Law》, The impact brought about by such missing situations is more of handing over emergency response to the national on-site command and public dispatch. Despite the fact that the 《Emergency Response Law》, issued in 2007, has not been repaired for many years, there is still room for improvement in the face of various unexpected events and their impact on the region and even the whole country in recent years. For example, after declaring a state of emergency, there is no scientifically standardized definition of restrictions and demands on citizens' basic rights. Not only that, emergency management for crises and disasters

should not only involve emergency response, but also include different stages such as risk identification and assessment, prevention and preparation, early warning and monitoring, disaster assessment and recovery.

### **3.2. Reasons for the Problems of Social Mobilization Mechanism in the Landslide of Lin'an Mountain in Hangzhou**

#### **3.2.1. Unclear sharing of responsibilities in the social mobilization mechanism during the golden rescue period**

The emergency social mobilization system does have a huge advantage in concentrating efforts, but it is not correct to mobilize a large force to rush into the emergency rescue at the first time due to the professionalism and seriousness of the rescue during the golden rescue time. In terms of professionalism in rescue operations, in addition to specialized teams from emergency management departments, current social organizations such as the BLUE SKY RESCUE (BSR) are all teams with professional training. However, under an administrative led command system, rescue teams from such social organizations often find it difficult to participate, especially during golden rescue times. In the event of emergencies and subsequent emergency response, government related command agencies can invest a large and sufficient amount of manpower, material resources, and financial resources in a short period of time. However, relying solely on the government to solve all emergencies and related disasters is not only costly but also unreasonable. In such rescue efforts, the government should take the lead, and more social organizations should collaborate to participate in emergency response under the coordination of the main body. Social organizations can fully leverage their advantages in being close to the public and publicity, effectively filling the gap of the government in emergency social mobilization.

#### **3.2.2. Insufficient emphasis on the standardization of social mobilization mechanisms**

The emergency social mobilization mechanism is still more focused on responding to emergencies, and the suddenness of emergencies poses the greatest challenge to the social mobilization mechanism through timely planning and organization. However, there are various types of emergencies, and setting up contingency plans one by one is too lengthy and cumbersome, resulting in the lack of high organization and discipline in the initial handling of most emergencies. Due to the lack of attention and effective promotion of social mobilization in relevant mechanisms, the government and relevant departments are prone to formalism when formulating emergency plans for social mobilization. They fail to fundamentally consider the importance of emergency social mobilization for social stability. In the event of an emergency, if social mobilization is not sufficient, it is easy to cause social impact problems, This makes it extremely easy to overlook the coordination ability and role of social mobilization in government related work, hindering the effective promotion and scientific development of emergency social mobilization mechanisms.

#### **3.2.3. Insufficient legal and regulatory support for social mobilization mechanisms**

The social mobilization mechanism of modern society is an important component of the modern governance system of a country, and it is also an important manifestation of the modernization of governance capacity. Law is the institutional foundation of social mobilization mechanisms, and in emergency situations or emergencies, all social management and production order should have a legal basis. China has always adhered to the rule of law, but the legislation in the field of crisis management is not sufficient, and the legal system for emergency situations is not perfect enough. In the face of emergencies, the government is still leading and directing more, rather than relying on laws and regulations to drive. In this emergency, it can be found that many effective rescue forces are not able to participate in the rescue in a timely manner. In most cases, without the drive of laws and regulations, they cannot invest in the golden rescue mission without government command. In the face of frequent disasters and crises that may occur in the future, China urgently needs to introduce a scientific and reasonable 《Emergency Law》 to build the institutional foundation for emergency social mobilization mechanisms in crisis situations.

## **4. Ideas and measures for improving and innovating social mobilization mechanisms**

### **4.1. Develop a social mobilization plan for emergencies, clarify relevant responsibilities**

The social mobilization emergency plan is an important component of emergency management, especially in the context of the country's prevention oriented emergency response direction. The formulation of emergency plans for social mobilization mechanisms is more based on the natural laws summarized from historical experience and the possible continuation or secondary derivative disasters. By anticipating possible future situations and setting corresponding scenario simulations, targeted social mobilization emergency measures are formulated in the scenario simulations, forming efficient, scientific and reasonable social mobilization plans and contingency plans. The emergency response plan for social mobilization should be based on historical experience and have characteristics that are in line with the actual situation and development laws. At the same time, it needs to have foresight, foresight, and scientificity, so that the overall structure of the emergency response mechanism for social mobilization is efficient and concise, and can be thoroughly executed without errors. .

### **4.2. Improve the standardized and scientific social mobilization mechanism**

The long-term and orderly development of the social mobilization mechanism cannot be achieved without a complete mechanism guarantee. Only by interacting with each other, coordinating and consolidating cohesion, can the effectiveness of emergency social mobilization be maximized. The government and relevant departments, as important leading forces in emergency social mobilization, must increase the importance of emergency social mobilization mechanisms, especially in the formulation and improvement of emergency social mobilization mechanisms. After the establishment of the Emergency Management Department, the coordination responsibility for the emergency rescue process should be clearly defined, information should be unobstructed and communication should be smooth. The combination of social rescue forces and rescue subjects should form an equal and complementary but clearly hierarchical situation, achieving equality in status among multiple rescue subjects, close coordination and cooperation in emergency response, mutual supplementation in rescue forces, and mutual recognition in spiritual trust, The main purpose of promoting efficient and scientific emergency rescue is to facilitate smooth sharing of information in communication. In terms of actual local authority, the emergency management department does not have actual effective authority. Considering the actual situation in China, in a standardized and scientific social mobilization mechanism, the government should still be the leading force, and corresponding emergency management committees should be established to coordinate multiple departments and organizations such as power, telecommunications, armed police, and social rescue organizations, In the event of an emergency, the government's leadership in overall planning and the professionalism of the emergency department can be effectively and fully utilized.

### **4.3. Strengthening Legislative Rationality for Social Mobilization Mechanisms**

China has always adhered to the rule of law. On the one hand, it has formulated corresponding Emergency Law or amended and supplemented the Emergency Response Law of the People's Republic of China. In the existing relevant laws and regulations, there are seven chapters and seventy articles, which are divided into provisions from multiple aspects such as monitoring and early warning, emergency response, prevention and emergency preparedness, and emergency response and rescue. The main process for handling emergencies has been determined, The establishment of a corresponding work organization system is a milestone legal regulation, but it has never been revised or supplemented to this day. In the development of the times, there are still certain shortcomings, such as overly principled regulations on social mobilization, lack of compensation and relief mechanisms for social mobilization, and consideration of limiting the basic rights of citizens in case of emergencies, In this regard, reference can be made to the corresponding laws of specialized institutions in international countries, such as the Emergency Law of the Russian Federation and the Disaster Relief Law. On the other hand, there are laws and regulations regarding online public opinion and emergency response in unexpected events. As a propaganda carrier for social mobilization, news media plays a crucial role in emergency social mobilization, forming a virtuous interaction cycle between the government and the public, shaping a good social atmosphere and public opinion orientation, and playing a positive and effective guiding role in guiding the public to participate in social mobilization activities, At the same time, it plays an important role in combating and correcting

false rumors and information asymmetry, safeguarding the orderly and healthy development of social mobilization, which also requires corresponding legal support.

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