Crisis Governance and Social Innovation During the Response to Wenchuan Earthquake

Submitted by: Beijing Normal University
Crisis Governance and Social Innovation during the Response to Wenchuan Earthquake

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Focus of this Presentation

- Historic Review — China's Emergency Management System (EMS)
- Case Study: Response to Wenchuan Earthquake
- Conclusion - Crisis Governance and Social Innovation
Historic Review——China's Emergency Management System (EMS)
Disaster Reduction and Crisis Management System

- 1950, Central Disaster Relief Committee; the vice premier acted as the director;
- After 1978, successively established National Committee for Disaster Reduction, State Flood Control and Drought Relief Headquarters, State Council Earthquake Relief Headquarters, State Forest Fire Prevention Command Post, National Nuclear Emergency Coordinating Committee and National Disaster Control and Relief Coordination Office;
- 2004 *Overall Emergency Plan on National Public Emergencies*
- 2005 Emergency Management Office of the State Council was established
- 2007 *Emergency Response Law* was developed
The first generation of emergency management system has undergone a process of gradual accumulation

- Institutions - a highly centralized system of governance
  - Political mobilization and division of labor
- Mechanism and regulations - an extension of the daily management rules
  - Commanding headquarter after the incident
- Capacity and technology - compatible with the development of the times: lacking integration
- Environment and Culture - characteristics of the times
  - Simple and stable, highly disciplined
  - Public interest is everything

SARS in 2003 served as a wake-up call for the problems in the 2nd generation of EMS
- Weak risk awareness and slow response;
- Strong top-down political mobilization capability but weak bottom-up self-organizing capacity;
- Weak coordination among different localities and different parts of the system;
- Dual track of information disclosure;
- Weak learning capabilities
Progress the second generation of EMS

- Truly historical progress in building a new generation of EMS:
  - Raised awareness of the importance of EMS;
  - Built a national emergency management system;
  - Vastly improved the capabilities in responding to various emergencies;
  - Reduced losses by various emergencies;
  - ....
Challenges for the 2\textsuperscript{nd} generation of EMS

- From passive response to preparedness
  - How to combine emergency management and risk management well?
  - How can we rank different risks so that resources can be used more efficiently?

- Questioning the “old wisdom” and adopting new principles
  - Do we really need every major officials to be on site when events happen?
  - Do we really have to fire somebody as long as there is any accident?

- Emergency management system and public administration reform
  - Accountability and social trust;
  - Better and more effective regulation;
  - Administrative system reform
Enabling State: Crisis Governance

- Good Governance:
  - Legitimacy, Transparency, Accountability, Rule of law, Responsiveness, Effectiveness

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Institution</th>
<th>Mechanism</th>
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<tbody>
<tr>
<td>Strategic rationality</td>
<td></td>
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<tr>
<td>reasonable subject choice</td>
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<td>Rational organizational structure</td>
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<td>Incentive</td>
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<td>Smooth communication</td>
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<td>Seamless Butt</td>
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Trends of Emergency Management System

- Decision-making based on rule of law
- Localized decision-making
- Response structure socialization

Generation I after the Founding of New China

Generation II after SARS

Generation X after Wenchuan Earthquake
Crisis Governance

Civil Society

Government

Private

Policy Optimization

Cultural reconstruction

Institutional reform
What do we mean by ‘innovation’?
New or redesigned organizational structures, practices, public policy frameworks, or uses of technology deployed at the individual, organizational, or policy level that provide value to society.

Rediscovering Social Innovation
A social innovation is a novel solution to a social problem that is more effective, efficient, sustainable, or just than present solutions and for which the value created accrues primarily to society as a whole rather than private individuals.

——Dale Miller, James Phills, and Kriss Deiglmeier
Center for Social Innovation, Stanford
Case Study: Response to Wenchuan Earthquake
China's Experience in Wenchuan Earthquake Response

- Catastrophe response - Rethinking of emergency management system
- Chinese Characters – Top-down Mobilization (70 billion RMB)
- The planned economy - the allocation of resources under abnormal situations
- Material base - 30 years' reform and opening up
- Civil Society-National affairs and home country events(botton-up)
- …
# Impacts of the Catastrophe

<table>
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<tr>
<th>Category</th>
<th>Value</th>
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<tbody>
<tr>
<td>Deaths</td>
<td>69,226</td>
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<tr>
<td>Missing</td>
<td>17,923</td>
</tr>
<tr>
<td>Injuries</td>
<td>374,643</td>
</tr>
<tr>
<td>Families completely destroyed</td>
<td>&gt; 5,000,000</td>
</tr>
<tr>
<td>Affected people</td>
<td>&gt; 45,000,000</td>
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</tbody>
</table>
Social impact - perspective of people-oriented

- Social reconstruction of individuals and families?

- Life reconstruction planning: re-employment, remarriage, re-birth, social security .......

- Spiritual renewal?

- .......

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Social Impact

- Poverty
- Women/Children
- Elder People/Disabilities
- Minority
- Education/…
- Psychology

Vulnerable
National Catastrophe Response Network

Central Gov.

Local Gov.

International

Private

NGOs

Public

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Our Approaches-1

- Household Surveys: 2008.07; 2009,08; 2010,08
  - Family settlement arrangement, livelihood, need assessments, employment, health, education, social interaction, etc.
  - 9 counties in Mianyang, stratified random sampling. Effective sample size: 2003 households and 7407 individuals
Our Approaches-2

- Township director interviews
  - All 267 town/township directors/party secretaries: first response, rescue, settlement and recovery need assessment
  - Semi-structured in-depth interviews (2-4 hours per interview). All policy documents of each of the 267 towns/townships, videos, daily working records, personal diary. June, July and August. Information collected exceed 100GB
Our Approaches-3

- JianNan & Hangwan Community Service Center (at least 3 years’ participating practice and research)
  - Education
  - Vulnerable group service (female, Aged, children, disabled)
  - Social enterprise
  - Society rebuilding (family, social network, marriage, grief treatment, social changing from catastrophe to normal situation, etc.)
Main Challenges—within Governments

1. organization
Intergovernmental Relationship: Central-local; intersectoral; local.

2. policies
- Supply and demand: "marathon and sprint"
- Resource allocation; land; revenue; taxes

3. capacities
Officials’ Capacity Building & Performance Evaluation.
Main Challenges—Government and Society

1. Responsibilities:
   - Boundary
   - Expectation management
   - Differences between urban and rural areas
   - ...

2. Volunteer Management
   - Donation Management
   - Citizens and community (capacity building)
   - ...

3. Satisfaction:
   - Social attitude SURVEY
   - Government satisfaction (central and local)
   - ...

4. Social mobilization:
   - Community participation encouragement
   - Media
   - ...

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Main Challenges—Government and Private Sector

1. Business participation: Corporates' social responsibility
2. Compensation for enterprise material requisition
3. Disaster area assistance and the national market regulation
4. Industrial recovery and reconstruction
In response to crises, the most effective government response is to activate various dynamic organization networks that master various professional skills, information, capital, material, equipment and other resources to deal with crises! In the cooperative governance models, the government's primary responsibility is no longer just managing personnel and projects, but is mobilizing and organizing the resources scattered in different groups to respond to crises and create larger public value.

--Professor Stephen Goldsmith, Harvard University Kennedy School
How to face the challenges?

Suggestions on Policy Process Principles

- Evidence based policy
- Broad participation, prior coordination
- Third-party policy evaluation mechanism
- Priority to improve implementation capacity of grass-roots governments
- Promote local decentralized decision-making
- Strengthen social innovation
- Attention to the regulatory role of laws
How to face the challenges?

- **Resilient Approach**: from concentrated technology capacity building with cities covering rural area to community (village)-based resilience integrated capacity system construction;

- **Adaptive Model**: promote the combination of local capacity and central capacity as well as the seamless integration of different sectors;

- **Social Participation**: improve the social participation mechanism on catastrophe response from the governance perspective of multi-participation covering governments, enterprises and society;

- **Social Learning**: enhance assessment survey and accountability system, and strengthen knowledge base development and learning mechanism with international cooperation.
Analysis on social participation in catastrophe response
NGOs’ Function

- Housing
- Medical and health
- Employment
- Environment
- Education
- Psychology
- Cultural preservation
- Resource support
- **Strategic Positioning:** Cross-Boundary Cooperation
- **Professional Skills & Scientific Management**
- **Enabling Mechanisms for the Local People**
- **Community-based**
Conclusion - Crisis Governance and Social Innovation
Change from reactive to developmental  
From “what” thought “how” to “why” and “what if”

- **What**: description and basic data gathering
- **How**: an analysis of how something happens
- **Why**: an understanding of causality
- **What if**: being able to predict what will happen if causal factors change

**Stakeholder involvement**

- Policy as process approach involves a change in the role of stakeholders
Key Issues

- Evidence based policy is crucial.
- Policy implementation should be prioritized.
- Social impact analysis should not be ignored.
- Decision-making should involve all stakeholders.
- Social innovation in governance
- New strategies in Emergence Management: resilience
Resilience Approach

Different Approaches to Uncertainty and Risk

- Predict and Prevent Risks
- Foresee and Insure against Risks
- "Take a Licking and Keep on Ticking": **Resilience**
  - Resilience entails a systemic ability to absorb the disturbance and accommodate the change that comes from realized risks,
  - Adaptability: How much can actors actively influence managing resilience.
  - Transformability: The capability to recreate structures altogether when the existing system is untenable.

(Walker, Holling et al 2004)
Collaborative governance: 4P strategy

Public Sector

Private

Philanthropy

Charity - NPOs

Partnership

Cooperation – Win-win
Matrix of Social Innovation

GONGO

Foundation

Grassroots

Knowledge Base & Policy Advocacy

Cross-Boundary Cooperation

Public Service (Community-Based)
Thanks!

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