

应急管理 社会动员

EMERGENCY MANAGEMENT
SOCIAL MOBILIZATION

宋劲松◎著



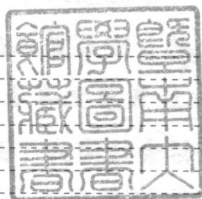
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前 言

目前,我国人均 GDP 已经超过 4000 美元,人民群众对参与社会管理有了新的期盼。但一方面我国社会管理存在着不少空白点和薄弱环节,需要群众积极参与,另一方面我国群众参与社会管理的制度安排存在一定的欠缺,导致群众与政府组织的依存度低、政府凝聚力和群众归属感弱等问题。应急管理社会动员对于当前我国加强和创新社会管理具有重要意义。应急管理志愿服务制度能最广泛地吸收基层群众参与社会管理,通过灾害救助、好人好事等活动加强社会主义核心价值观体系的建设,促进社区和谐。应急管理商业服务动员对于有效发挥市场机制在我国社会管理中的作用具有重要的示范意义。

2008 年四川汶川“5·12”特大地震发生后,来自四面八方的志愿者第一时间向灾区集结,不仅志愿者,有关社会组织、商业界都被自发地调动起来,积极参与抗震救灾。他们以实际行动展示了社会组织的巨大力量。积蓄了 30 多年改革开放成果的社会力量在“5·12”汶川地震中得到爆发,引领了我国社会动员的新时代。使我国传统的“由党和政府动员社会”的社会动员模式,转为“由党和政府动员社会,与由社会动员社会并存”的社会动员模式。在这一过程中,既有我国“助人为乐”优良文化传统的作用,也有改革开放 30 多年来,我国国富民强、信息技术与交通发达等现代因素的贡献。

在我们赞叹这些可歌可泣的“大爱无疆”、“一方有难、八方支援”感人事迹的同时,也应该深思我国目前的“由党和政府动员社会,与由社会动员社会并存”的社会动员模式中的资源配置不合理的现象。一方面是志愿者和社会组织自身能力供给与应急管理需求

的不匹配，另一方面是应急志愿服务中的无序和应急商业服务中应急征用等制度的缺失，严重影响应急管理社会动员的可持续性。

应急管理需要有效、有序地调动社会与市场的力量，应急管理需要社会动员。与一般的社会动员不一样的是，应急管理社会动员具有一定的风险性和专业技能要求，这就需要应急管理社会动员客体具备一定的能力支撑。从发达国家的经验来看，对于公民来讲，第一响应者制度是一种比较好的应急管理能力支撑制度，对于机构或组织来讲，业务连续性管理是一种有效的应对突发事件的能力支撑制度。

对于应急管理志愿服务的动员，从发达国家的经验来看，有如下特点：一是“有求才应”的文化传统。例如，突发事件中，如果受伤者还有意识，只有经过受伤者同意，施救者才可以提供救援服务，否则，施救者有可能因其施救行为不当而导致法律责任。二是完善的法律制度保护志愿者和被救助者。志愿者在应急行动中可能对他人造成伤害，带来一系列民事（侵权）责任。也可能伤害自己，给志愿者带来劳工赔偿险责任。因此，部分发达国家的法律一方面对志愿者参与应急管理实行认证和许可，另一方面保护参与应急管理的合格志愿者，使其免受因失误而带来的法律责任。三是政府出资与管理。为确保社会力量的志愿服务有序参与应急管理，美国 and 德国等国家均由政府出资建立应急管理志愿者组织，如美国的公民服务队和德国的联邦技术救援署，这些机构的志愿者接受规范的培训，具备各种应急救援专业的资格证。从我国的近年的实践情况来看，一是我国政府应急管理的观念与体制不利于应急管理志愿服务的发展；二是缺乏相应的法律规范和促进应急志愿服务（乃至更广泛的志愿服务）；三是应急管理志愿服务存在组织制度供给不足的问题；四是应急志愿者服务在能力建设上存在较大的不足。

应急管理商业服务动员是应急物资保障的基础，在应急管理预防与应急准备、监测与预警、应急处置与救援和事后恢复与重建中，

均需要有效的应急物资保障。特别是在突发事件应急处置与救援中，需要在紧急状态下进行应急物资与运力的征用、市场采购和组织紧急生产等。保险服务动员是一种特殊的应急管理商业服务动员，在应急管理中具有事前的综合风险管理功能，和事后的保险补偿及分散风险功能。受经济全球化和一体化的影响，突发事件的“蝴蝶效应”更加显著，自然灾害、事故灾难、公共卫生和食品安全事件，乃至社会安全事件均可能引发某类商品市场价格的剧烈波动，需要进行市场稳定动员。从发达国家经验来看，应急物资征用制度比较完善，保险服务在综合风险管理和善后补偿的机制比较健全，个别国家在大型工业园区甚至有专业化的应急管理公司。从我国近年的实际情况来看，应急征用制度还不完善；保险在综合风险管理中的作用未能得到体现，保险在灾后补偿中的比例还很低；作为“世界工厂”，我国众多工业园区企业的应急管理存在着“小而全”的问题，专业化程度不高，或单纯依靠政府，应急管理的市场机制未得到重视。

虽然我国“助人为乐”的文化传统形成了我国目前“不求也应”的应急管理社会动员机制，与西方发达国家“有求才应”的应急管理社会动员机制不同，但西方发达国家在应急管理社会动员方面有值得我们借鉴的制度与经验。因此，笔者首次在国内对部分发达国家提高社会组织与公民在灾难中的“抗灾力”和规范应急管理志愿服务的做法进行了较系统的研究，并试图开创性探讨应急管理商业服务动员的基本框架。

由于笔者水平有限，难免存在诸多不足之处，敬请同行们批评、指正。

宋劲松

二〇一二年七月

于国家行政学院

Foreword^①

At present, China's per capita GDP has more than 4000 U. S. dollars, the people have new hope participating in social management. But, on the one hand there are many gaps and weak links in our society management, on the other hand, There is a certain lack of system arrangements for the people to participate in the social management, This resulting in weak dependence of the people to government organizations, and the weakness of government cohesion and the sense of belonging for the people, and other issues. Emergency management social mobilization has great significance for our country to strengthen and innovate the public administration. Emergency management volunteer service system can extensively attractive grass-roots level people to participate in social management. The construction of the socialist core value system can be strengthened through disaster relief, good deeds, and other activities, and promote community harmony. The social mobilization of emergency management business services has an important demonstration role to our society management of how to mobilize the market mechanisms effectively.

When the Wenchuan earthquake occurred on May 12th in 2008, volunteers from all over the countries emerged into the disaster area at the first time. Not only the volunteers, but also social organizations and the business community were mobilized to actively involve in the earthquake relief. They showed the enormous

① The book was funded by the project of the major research program integration platform: emergency preparedness and contingency plans system research of National Natural Science Foundation (Project No. 910243031).

power of social organizations. Social force which was accumulated during the 30 years of reform and opening up broke out in the “5 · 12” Wenchuan earthquake, leading the new era of China’s social mobilization. China’s traditional mobilization model of “to mobilize society by the CCP and the government”, has changed to “to mobilize society by the CCP and the government, also by society itself”. In this process, not only the Chinese good cultural tradition of “Helpfulness” played the important role, modern factors also contributes much, such as China’s wealthy and strength, the developed IT and transport.

When we are admiring these epic “Big Love” and “a difficult one, P Plus support” touching stories, we ought to think of the phenomenon of irrational allocation of resources in our current social mobilization model of “to mobilize society by the party and the government, also by society itself.” On the one hand, the ability of volunteers and social organizations supplied does not match the need of emergency management; on the other hand, the disorder in the emergency volunteer service and the lack of emergency requisition system in the emergency business services, semiseriously affect the sustainability of the social mobilization of emergency management.

Emergency management requires effective and orderly mobilization of social and market forces, emergency management requires social mobilization. Not the same as with the general social mobilization, emergency management social mobilization faces certain risks and needs professional skill, this requires that the object of emergency management social mobilization has a certain ability to support it. In the view of the experience of developed countries, the first responder system is a good support system of emergency management capabilities in terms of Citizens. And the business continuity management is an effective ability support system to respond to emergencies for the organization.

From the experience of developed countries, the mobilization of emergency management volunteer service has the following characteristics: Firstly, there is the “ask and should be” cultural traditions. For example, in emergencies, woun-

ded the injured person consciousness, only when the injured person agrees, the rescuer can provide rescue services; Otherwise, the rescuer may lead to legal responsibility for its misconduct rescue; Secondly, there is a sound legal system to protect volunteers and injured. Volunteers in emergency action may cause harm to others, and brought about a series of civil (tort) liability. Volunteers may hurt themselves, and bring the responsibility of the workers' compensation insurance. Therefore, on the one hand, the laws of some developed countries implement the certification and licensing for the participation of volunteers in emergency management. On the other hand, qualified volunteers are protected from legal responsibility for mistakes when they participate in emergency management; Thirdly, the government fund and manage emergency volunteer organizations directly. To ensure that the volunteer service participate in emergency management orderly, the government of United States and Germany and other developed countries funded to establish emergency management volunteer organizations, such as the Citizen Corps of the United States and the Federal Technical Rescue Department (THW) in Germany. The volunteers of these agencies receive standardized training, with a variety of emergency rescue professional certificate. In the view of the practice of recent years in country, Firstly, the concept and system of our government's emergency management system is not conducive to the development of emergency management volunteer service; The second is the lack of legal to norm and promote the emergency volunteer service (or even a wide range of volunteer services); Thirdly, there is the problem of insufficient supply of the organizational system to emergency management volunteer service; Fourthly, there is a big shortage of emergency volunteer service in the capacity building.

The mobilization of emergency management commercial services is the foundation of emergency supplies, emergency supplies are needed in each phase of emergency management: prevention and preparedness, monitoring and early warning, response and rescue, and recovery and reconstruction. Especially in the emergency response and rescue phase, we need the requisition of emergency sup-

plies and transportation, market purchases, and the organization of the emergency production in a state of emergency. The mobilization of insurance services is a special kind of mobilization for emergency management business services, insurance services have integrated risk management function, prior and after insurance compensation and risk diversification function in emergency management. By the impact of economic globalization and integration, the “butterfly effect” of emergency is more significant, natural disasters, accidents, public health and food safety incidents, and even social security events are likely to lead to price volatility of certain commodity markets, this need the mobilization for market stability. In developed countries, the emergency supplies requisition system is perfect; Insurance services in the integrated risk management and rehabilitation compensation mechanism are sound; Professional emergency management company even provides emergency serves in large industrial park in Britain. But in our country, emergency requisition system is not perfect; The role of insurance in the integrated risk management has not been reflected, the proportion of insurance in the post-disaster compensation is still very low; As the “world factory”, emergency management of enterprises in the industrial parks is “small but complete”, the degree of specialization is not high, or relying solely on government, the market mechanism of emergency management does not receive attention.

Although our “Helpfulness” cultural tradition, which formed our current emergency social mobilization mechanism of “Do not seek should also be”, is different from the emergency management mechanism of social mobilization of “ask and should be” in Western developed countries. We can learn the system and experience of emergency social mobilization from western developed countries. Therefore, I study on the practical experiences to improve the “resilience” of social organizations and citizens in the disaster in some developed countries, the experiences to regulate the emergency management volunteer service in some developed countries are also studied systematically here. I also try to discuss the basic framework of the mobilization of emergency management business services ground-

breaking.

Because the author is limited, it is inevitable there are many inadequacies, all comments and criticisms are welcomed.

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Song jinsong

July 2012

In Chinese Academy of Governance, Beijing

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第一节 社会动员的要素与方式

一、动员与社会动员

动员是指“动员人们参加某项活动”。

关于我国的社会动员，郑永福（2008）认为，“所谓社会动员，就是广泛的社会影响，也可以称之为社会动员，它是指人们在某些经济、持久的社会因素影响下，其态度、价值观与行为模式变化发展的过程。过去，在革命战争年代，在政府运动中，社会动员就是政治动员，政治动员是动员社会投身革命、共同奋斗的重要方式。……”（见七江（2008）认为，将“动员”作为一种工作方法，一般是指为了完成特定目标而进行的宣传、组织、发动和组织工作。动员有社会动员、政治动员等区别。我们常说的社会动员其实是政治动员，是“对社会动员”。在新中国成立初期的一段时间，这两者有等同的意思。改革开放以后，随着经济社会的发展，社会动员开始转向“由社会进行的动员”，即社会凭借自身力量主动进行的、围绕社会各方面力量，形成群众运动或开展组织群众的自发参与、调动社

1. 郑永福，2008，134。

2. 郑永福，2008，134。

第一章 >>>

我国应急管理社会动员体系

第一节 社会动员的要素与方式

一、动员与社会动员

动员是指“发动人们参加某项活动”^①。

关于我国的社会动员，郑永廷（2000）认为，“所谓社会动员，就是广义的社会影响，也可以称之为社会发动。它是指人们在某些经常、持久的社会因素影响下，其态度、价值观与期望值变化发展的过程。过去，在革命战争时代，在政治运动中，社会动员就是政治动员，政治动员是发动群众投身革命、英勇奋斗的重要方式。……”^② 龙太江（2005）认为，现在“动员”作为一种工作方法，一般是指为了实现特定目标而进行的宣传、号召、发动和组织工作。动员有社会动员、政治动员等区别。我们常说的社会动员其实是政治动员，是“对社会的动员”，在新中国成立以后的一定时期，这两者有等同的意思。改革开放以后，随着经济社会的发展，社会动员开始转向“由社会进行的动员”，即社会凭借自身力量主动进行的、调动社会各方面力量，形成群众运动或者组织起群众的有效参与，调动社

① 辞海。1999：1350。

② 郑永廷。论现代社会的社会动员 [J]。山东大学学报（社会科学版），2000（2）。