Connotation Evolution and Relationship Identification of Risk Governance, Crisis Governance, Disaster Governance and Emergency Governance

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Abstract: Exploring the evolution of concepts and analyzing the relationship between similar concepts is a prerequisite for academic dialogue and disciplinary knowledge production. This paper explores in depth the process of constructing the concepts of risk governance, crisis governance, disaster governance and emergency governance, and clarifies the evolution of the connotations and interrelationships of these concepts. The study concludes that although the concepts have the connection of maternal isomorphism and mutual reinforcement, there are still differences between governance objects and objectives.

Keywords: Risk Governance; Crisis Governance; Disaster Governance; Emergency Governance;

1. Introduction

The construction of any concept is inextricably linked to the social situation in which it is embedded at the time. The total number of natural disasters around the world has increased significantly, the situation of production and safety accidents is complex, the social structure has changed profoundly, and the requirements for public safety are becoming higher and higher. Academic concepts are the linguistic medium through which members of a scientific community communicate with each other. In the face of new risks, new situations, new problems and new challenges, the concepts neglected in the past have been mentioned again, and a large number of new concepts have been widely used, such as „risk management", „crisis management", „disaster governance", „emergency governance", , which are attributed to the field of public governance, have increasingly come to the forefront . However, the current phenomenon of conceptual mixing in academia, fuzzy definition, semantic point of confusion, which greatly restricts the academic dialogue, the production of disciplinary knowledge and the orderly promotion of specific practices. Therefore, in-depth understanding of the basic characteristics of the four concepts of risk governance, crisis governance, disaster governance and emergency governance, and systematic analysis and differentiation are conducive to promoting the paradigm chane of public governance.

2. Progress of Research

Through the China Knowledge Network database, the chronology of the evolution of this set of concepts in the academic literature was retrieved. From the Chinese academic discourse: in 1998, the first article proposing risk governance was about the financial sector, and the first article proposing disaster governance was about gas disasters; followed by „crisis governance" in 2003, „emergency governance" in 2006 on landslides.During the period 2007-2022, there has been a concentrated growth in the literature in general, and the academic community has been influenced by the emergencies that have produced much scholarship on this set of concepts.
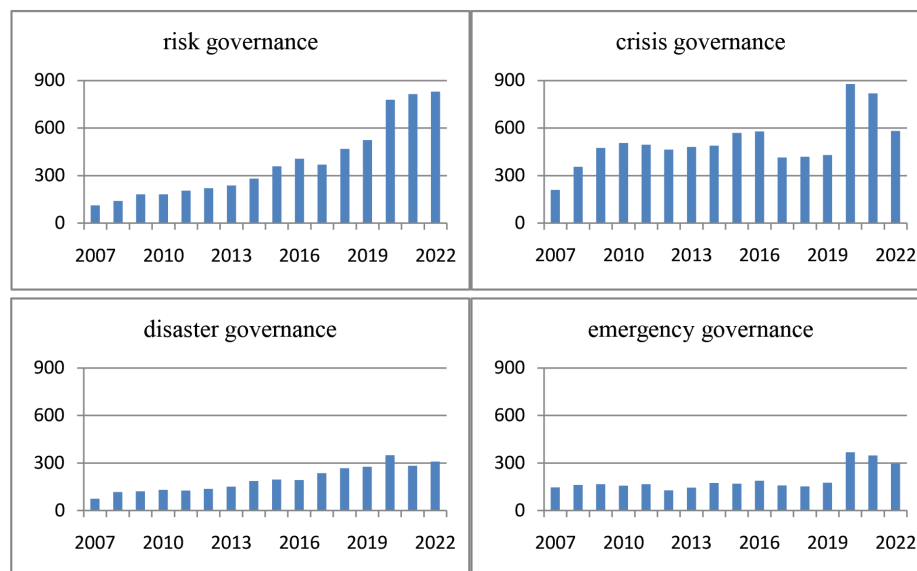

Fig. 1 Research trends in these phrases in CNKI

3. Connotation Evolution

3.1 Connotation Evolution of Risk Fovernance

The word „risk" originated from the ancient Italian word Risicare, meaning „to be afraid". Earlier risk was understood as the danger encountered in navigation, and later became a common concept in business practices and financial investments. Its basic core meaning is „uncertainty or loss of future outcomes". The background of globalization has prompted mankind to enter a risk society with risk as its essential characteristic. Ulrich Beck defines the essence of risk society as „new modernity". Giddens believes that risk is the core symbol that divides modern and pre-modern societies.Scholars closely linked the risk society with modernity, thinking that modern society is the objective result of human beings' extreme promotion of technological rationality.

3.2 Connotation Evolution of Crisis Governance

Greek origin for crisis means „a disease that has reached a turning point." Non-medical usage emerged in the 17th century. Crisis means „danger and opportunity". Herman defines a crisis as a situation that threatens the highest goals of the decision-making body, has a limited reaction time and occurs unexpectedly to the decision-making body. The stage of crisis governance make the interaction between the state and society more complex and variable. Due to the communication disorder and malfunction caused by the formation of information silos will be expanded. The public crisis management model has gradually shifted to the public crisis management model with the government as the leading body and the coordinated participation of multiple subjects.

3.3 Connotation Evolution of Disaster Governance

Disaster is usually used to refer to all kinds of natural and man-made major unfortunate events. According to Fritz, a disaster is an event characterized by „time-space". Stollings uses exception and breakthrough to describe the relationship between disaster and social order. In recent years, disaster research has gradually moved from the specific orientation to the universal orientation. Disasters are the result of a combination of natural and social factors, and are often caused or aggravated by human misbehavior or mismanagement. Disasters are not easy to predict and will always bring negative and perceptible consequences, have an impact on the human society itself.

3.4 Connotation Evolution of Emergency Governance

"Emergency governance" is a novel word. Emergency was a proprietary term for management to deal with emergencies, the object of which not only includes routine emergencies, but also encompasses major, life-and-death events or states. The social vulnerability and various types of risks and even crises are characterized by superposition, uncertainty and complexity. Emergency governance must rely on the strength and wisdom of the people, attach great importance to big data and information technology, and fully mobilize emergency governance through accountability mechanisms to form a synergy of response. At present, there is an urgent need for countries around the world to establish a cooperative, comprehensive and sustainable concept of global emergency governance.

4. Relationship Identification

4.1 Connections

4.1.1 Theoretical Isomorphism

First, the main body of diversified governance. The role of modern government in governance and the way of action has undergone substantial changes, more emphasis on the important role of multiple forces in social governance, complementary advantages between the government and other types of governance subjects to form a benign interactive relationship. Second, decentralized governance power. Governance represents the diffusion of power and authority to the periphery and the bottom. The division of labor is the basic way for all social activities to achieve their intended goals. Power is a tool for fulfillment of responsibility, and the consistency of power and responsibility is a prerequisite for effective governance. Third, intelligent governance tools. Major breakthroughs in artificial intelligence deep learning algorithms and the increasing maturity of cloud computing technology require a proper understanding and crossing of the big data trap in order to further promote its effective application in disaster governance.

4.1.2 Interactive Inclusion

First, the concepts are put forward in the time and space of the dislocation. As an abstraction of social practice in the governance of events of urgency, severity, and uncertainty, the existence of temporal sequencing and spatial dislocation, and a certain intertwining of conceptual meanings both extending forward and expanding in depth. Secondly, there is a difference in governance effectiveness. The effectiveness of state governance includ the achievement and non-achievement of goals and tasks, as well as the costs incurred. Society is dynamic development, governance effectiveness will vary over time. so this group of governance paradigms must be complementary to each other. Thirdly, governance objectives are consistent. Different types and levels of emergencies have different crisis scenarios and social hazards, the common ultimate goal is to reduce casualties and property losses, and safeguard the country's long-term stability and security, which makes this set of paradigms mutually supportive.

4.2 Distinctions

4.2.1 Different Governance Objects

The objects of governance are different. Risk governance focuses on the governance of risk sources. Its main feature is to manage the uncertainty and possibility of risk, nowadays, showing a new trend: the different risks are superimposed and the correlation has increased. Secondly, crisis governance focuses on the governance of crisis-type emergencies. Usually the governance of „crisis-type" emergencies, the scope of the impact is particularly large, time is very urgent. Third, disaster governance focuses on the governance of the disaster event

itself. Disaster governance responds directly to the disaster, emphasizing the type and stage of the disaster, the object is mostly limited to natural disasters. Fourth, emergency governance focuses on the comprehensive management of emergencies. The objects of emergency governance include natural disasters, accidents and calamities, public health incidents and social security incidents.
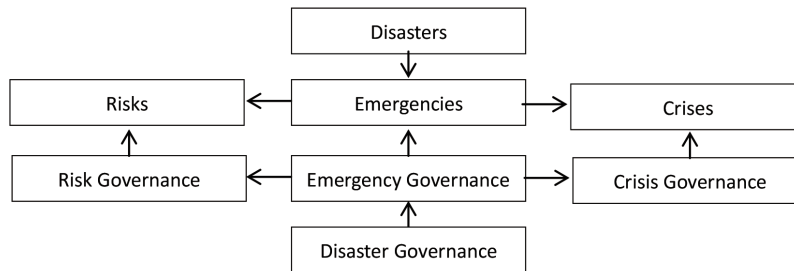

Fig. 2 The different governance objects between these phrases

4.2.2 Different Governance Priorities

The Priorities of governmence are different. Risk governance emphasizes prevention. To prevent emergencies from occurring and causing losses at a fundamental level, it is necessary to avoid and reduce the interaction between human activities and the "catastrophic" environment. Secondly, crisis management emphasizes the art of decision-making. Before the incident, the highest pursuit is to avoid the crisis completely. after the incident, the highest pursuit is to make good use of the crisis. Third, disaster governance can clarify the occurrence mechanism of disasters and provide early warning, prevention and response through engineering and technical means. W e must pay attention to pre-disaster governance for disaster mitigation.Fourth, emergency governance emphasizes the governance of the whole process of emergencies. including the prevention of emergencies and emergency preparedness, monitoring and early warning, emergency response and rescue, recovery and reconstruction of the aftermath of the four processes.

Table 1 The different governance priorities between these phrases

	Risk governance	Crisis governance	Disaster governance	Emergency governance
Object	risk source	crisis-type incidents	disaster events	four emergencies
Priority	preventive diplomacy	the art of Decision Making	all-disaster, all-cycle, all-process	Four response processes

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