

An analysis of the emergency material support ability under the vision of the modernization of urban governance in Shanghai

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Abstract: At present, Shanghai is accelerating its construction into a global city of excellence. The sudden COVID-19 is a test of the emergency material support capacity of urban governance. Based on the reality of megacities and focusing on the modernization of urban governance, we will continue to improve the emergency material reserve system, enhance the production and marketing capacity of emergency materials, optimize the structure of reserve varieties, improve the allocation and distribution of reserves, improve the city's emergency security capacity, effectively maintain the safety of urban operation, and ensure the safety and health of the people.

1. Introduction

The fight against the novel coronavirus epidemic is an examination of the national governance system and governance capacity, and a sound and unified emergency material support system is an important part of the construction of emergency management system.^[1] As a super-large city, Shanghai has withstood the severe test of the epidemic. However, in the prevention and control process, the shortcomings of urban emergency material support have also been exposed, and higher requirements have been put forward for urban emergency management. Based on the reality of Shanghai's megacity and in order to continuously enhance the city's energy level and core competitiveness, it is particularly necessary to accelerate the research on the capacity building of emergency material reserve support from the perspective of the modernization of urban governance.

2. Fighting the epidemic highlights the necessity of emergency supplies

2.1 The existing emergency reserves play an active role

Shanghai, as a super large international metropolis, has a permanent population of 24.8 million.^[2] The flow of foreign population is frequent and there is great pressure to prevent and control. At the beginning of the epidemic, with the rapid increase of confirmed cases of infection, the demand for various public health protection and epidemic prevention materials increased sharply, which

brought some pressure to the effective implementation of prevention and control. In this regard, the city launched the emergency response mechanism for municipal reserve materials, used municipal reserve masks and other materials, focused on the targeted release of emergency reserve materials to front-line medical and nursing personnel, front-line prevention and control personnel at the grass-roots level, provided cotton coats, tents, emergency bags and other materials to road crossing inspectors entering Shanghai, and provided mobile toilets to municipal hospitals, giving play to the positive role of emergency materials reserve as "ballast".

2.2 Material guarantee requirements for urban operation safety

In the process of urban operation and management, in addition to the prevention, control and response of public health events such as COVID-19, emergency management of production safety, natural disasters, social security events, etc. is also an important part of the urban governance system and governance capacity. The global modern urbanization has gone through three waves, and the development of urbanization in China is different from that in the western developed countries. We have gone through the process of urbanization in the western developed countries for 200 years in 40 years. There is no gradual development process, but it shows the characteristics of catching up, leapfrog, and unconventional. These characteristics pose different challenges to the prevention and control of urban security risks. We should be alert to both the "black swan"

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incident and the "grey rhinoceros" incident. Shanghai has a large population base, high density, strong mobility, high concentration of industries, high density of high-rise buildings and important facilities, dense underground space pipe network, overload of rail transit carrying capacity, and natural disasters caused by extreme weather, all of which have become risk points and hidden worries of urban safety. [3] In the event of a public emergency, how to establish a city-level joint prevention and control mechanism, how to quickly start the emergency response mechanism, quickly get through the production, circulation, storage, distribution and other links of emergency materials, quickly mobilize international, domestic and municipal emergency materials resources, achieve the key time to mobilize, supply, and maintain in place, and effectively improve the ability of emergency materials support, It is the basic demand for the modernization of urban governance capacity and the safety of urban operation.

3.The current situation and shortcomings of the city's existing emergency supplies reserve

Emergency material reserve refers to the material reserve plan that can provide sufficient material support, effectively respond to various emergencies and meet the needs of recovery and reconstruction after the event. At present, Shanghai has established a basic emergency supplies reserve system, which has played an active role in epidemic prevention and control. However, to improve the ability of emergency supplies support is to improve the supervision, production, storage, allocation and emergency distribution of emergency supplies.[4] In this epidemic, Shanghai still exposed some shortcomings in the variety structure and production level of emergency supplies.

3.1 Establish a three-tier reserve system

In order to implement the emergency response law, Shanghai has issued the opinion on the construction of the emergency material reserve system, which stipulates the overall planning and guidance, division of responsibilities, management system, and deployment principles of the emergency material reserve in this city. At present, Shanghai has established a three-level reserve pattern of municipal reserves, professional reserves and district reserves in combination with the actual situation.[5] The municipal reserve mainly involves emergency supplies such as daily necessities and disaster relief. The professional reserve is the reserve of professional emergency supplies in relevant industries and fields according to the characteristics and requirements of emergency disposal, mainly involving flood and typhoon prevention, rescue materials, etc. District level reserve refers to the reserve of emergency materials in line with the emergency response needs of the region according to the characteristics of their respective regions.

3.2 The existing variety structure of emergency supplies reserve needs to be further optimized

In the prevention and control of the epidemic, the three-level government physical reserve system established in the city has played a positive role. The emergency response mechanism for reserve materials was launched at the first time, and the municipal emergency materials were put in place at the right time, which has played a positive role in increasing market supply and ensuring the emergency needs of front-line prevention and control personnel.[6] However, there is a certain gap between the layout, scale and quantity of the city's emergency supplies reserve and the emergency support capacity of mega cities. The structure of the reserve varieties is not balanced enough, and there is a problem of misplacement of storage and demand. The supporting role of the government's reserves has not been effectively played. In addition, the existing emergency material reserve pattern and mode are relatively simple, and the operation efficiency of the emergency material reserve system needs to be improved.

3.3 The production level of emergency materials needs to be further enhanced

In recent years, with the continuous adjustment of the city's industrial policies, the local emergency supplies capacity is relatively limited, and the market supply of various emergency protection materials is mainly guaranteed through domestic market circulation and international import trade and other market-oriented methods.[7] However, when the outbreak comes, the inter-provincial material circulation and distribution will be affected to some extent, and the international shipping and customs clearance will also be restricted to some extent, which will have a greater impact on the import trade and bring a greater pressure on the normal material supply of the city. When the epidemic broke out in Wuhan in 2020, although the production capacity of masks in Shanghai increased from a minimum of about 500000 masks per day to a maximum of about 12 million masks per day by means of policy support, enterprise emergency production and expansion, which effectively guaranteed the need of the city to prevent and control the epidemic, it also highlighted the necessity of retaining and supporting the necessary local production capacity of emergency supplies, and the production level of emergency supplies needs to be further strengthened.

4.Suggestions on improving the city's emergency material support capacity

In view of the weaknesses and deficiencies exposed this time, we should pay close attention to filling the weaknesses, plugging the loopholes, and strengthening the weak points, establish and improve the emergency material security system of the city, and effectively strengthen the emergency material security capacity by strengthening the material legislation, giving play to the planning guidance, adjusting and optimizing the material

inventory, innovating the storage methods, improving the dispatching and distribution capacity, and advocating family storage, and providing basic guarantee for the safe operation of the city.

4.1 Strengthen prevention and control in accordance with the law and promote the establishment of rules and regulations for emergency supplies.

At present, the management of all kinds of emergency materials lacks a local regulation or government regulation, and the specific management of emergency materials is scattered in the rules and normative documents of relevant departments. There are problems such as lagging legislation and low legislative rank. This legislative status, to a certain extent, restricts the overall planning and coordination of all kinds of materials reserves across the country, and is not conducive to the standardized management of all kinds of reserves and better play a role. Therefore, it is recommended to strengthen research and demonstration, accelerate the formulation of government regulations, strive to issue laws and regulations to improve the city's emergency material support capacity as soon as possible, and clarify departmental responsibilities, management systems, emergency requisition, linkage mechanisms and other contents around the production, procurement, allocation, transportation, storage and other links of emergency materials, so as to provide legal guarantee for the city to further strengthen the construction of emergency material support capacity.^[8]

4.2 Give play to the leading and binding role of the planning.

incorporate the improvement of the emergency material security system into the outline of Shanghai's "Fourteenth Five-Year Plan", and make overall planning for the capacity construction of the production, circulation, collection and storage, allocation and emergency distribution of emergency materials in the city.^[9] In combination with the city's industrial structure adjustment policy, optimize the material production capacity and regional layout, appropriately expand the production capacity of leading enterprises for scarce materials, more highlight the production capacity reserves and technical reserves, ensure unified production, rapid production increase, and increase investment in core technology and production technology research and development in case of emergency. Strengthen the collection and storage capacity of backbone circulation enterprises and cultivate stable logistics distribution capacity. Establish a rapid recovery response mechanism for the production capacity of emergency supplies. For the possible shortage of supplies in the short term, establish a centralized production scheduling mechanism, uniformly organize the supply of raw materials, arrange fixed-point production, standardize quality standards, and ensure the orderly and effective supply of emergency supplies. At the same time,

we should actively use the international and domestic market resources, give full play to the economic advantages of Shanghai headquarters, strengthen the production and marketing cooperation with 3M, DuPont and other multinational enterprises, use its production base of protective equipment in Shanghai, give full play to its superior products and perfect supply chain capabilities, and leverage the ability of multinational enterprises to allocate global market resources to improve the city's material production and marketing capabilities.

4.3 Adjust and optimize the physical inventory, category and structure of emergency supplies.

It is necessary to scientifically calculate the daily demand of all users of emergency materials and citizens in the city, establish a physical reserve inventory of standing scale, establish a classified reserve directory, categories and structure, and especially increase the reserve scale of scarce materials to meet the needs of public health emergency security. It is necessary to establish and improve the reserve rotation use mechanism, guide the supply and demand of public health emergency supplies and the city's medical structure, and ensure that the reserves are always stored and new. At the same time, on the basis of establishing public health emergency supplies, we should systematically plan and sort out the emergency supplies demand for natural disasters, accident disasters, social security and other emergencies according to the risk points and hidden worries of urban safety, such as large population density, large population flow, high density of high-rise buildings and important facilities, dense underground space pipe network, overload of rail transit carrying capacity, etc. According to the risk assessment, the classification and inventory of emergency supplies should be updated in a timely and dynamic manner, the reserve quantity should be adjusted scientifically, the reserve scale and structure of emergency supplies should be optimized, and the efficiency of emergency supplies should be effectively improved.

4.4 Innovate the way of reserve and expand social channel reserve.

Constantly innovate the reserve mode, expand the dynamic reserve of leading backbone production and circulation enterprises, give play to the organic combination of reserve and processing and circulation, guide medical institutions and social organizations to establish a standing emergency responsibility material reserve, and gradually build a diversified material reserve system. Give full play to the decisive role of the market in the allocation of resources, in accordance with the principle of "not for my own use, but for my own use", flexibly adopt the methods of information storage, seasonal storage and temporary storage, rely on the strength of universities, think tanks, industry associations or third-party professional institutions, and take the way of government procurement services, increase the

enterprise directory, production capacity, distribution, inventory, transportation Distribution and other links are widely arranged, emergency materials information database is established, regularly maintain and update, improve the information sharing mechanism, and in the event of an emergency, grasp the information and lock in the materials at the first time. On the basis of not increasing or appropriately increasing the financial expenditure, fully tap the power of the industry and leverage social resources.^[10]

4.5 Improve the emergency dispatching and distribution mechanism and improve the social mobilization ability.

In case of emergency, the allocation of emergency materials must be quickly responded to, and the materials must be accurately distributed at the first time. However, the deployment of emergency supplies often involves multiple departments and links, and a set of coordinated and efficient command and coordination mechanism is needed. This needs to jump out of the interests of each department, strengthen the cooperation of departments, develop emergency plans according to the types of natural disasters, public health and other emergencies at ordinary times, make corresponding material preparations according to the emergency response level and procedures, and optimize the material allocation process, Strengthen emergency monitoring, early warning and emergency response, and immediately conduct centralized management, unified allocation and unified distribution of emergency supplies in case of emergencies, so as to ensure that the emergency supply guarantee network is more efficient and controllable. At the same time, we should give full play to the market-oriented and socialized logistics distribution network, use the way of government purchase services, entrust Shunfeng Logistics, JD Logistics, Cainiao Logistics and other third-party logistics entities to expand and improve the distribution efficiency and capacity of emergency supplies.

4.6 Advocate families and units to establish emergency supplies reserves and improve individual prevention and control capabilities.

As the cell of society, families are the basic unit of epidemic prevention and control, We should encourage families to reserve necessary emergency supplies. strengthen health and epidemic prevention publicity, prepare and distribute emergency publicity manuals, and provide families with suggestions on the type and quantity of emergency supplies. Actively guide and encourage enterprises, institutions, communities and families to carry out necessary emergency storage, especially in the season of high incidence of influenza, to carry out normalized storage of necessary emergency supplies such as masks, disinfectants, drugs, and improve the prevention and control capabilities of families, units and communities.

5. Conclusions

This study believes that there is a certain gap between the current urban emergency material support capacity in Shanghai and the high-quality development of mega cities. Urban managers need to continuously improve their urban safety guarantee capacity through emergency material support legislation, strengthened planning, enhanced reserve capacity, and advocacy for family reserves.

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