Emergency Management of Public Health Emergencies in Colleges and Universities -- from the Perspective of Stakeholders

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ABSTRACT. *in recent years, public health emergencies have occurred frequently, especially the covid-19 pandemic in early 2020, which has had a profound impact on the normal teaching order and students' physical and mental health in colleges and universities. This paper, based on the stakeholder perspective, analyzes the coordination among different interest entities, draws lessons from Mitchell's stakeholders attribute to classify possible stakeholders, from the early warning and monitoring, response and decision making, evaluation and summary to explore the path of improving the ability of emergency management in colleges and universities. It is not only beneficial to guide the emergency management of colleges and universities to be on the road of effectiveness, normality, and sustainable development, and also is of great significance for the construction of socialist harmonious campus.*

KEYWORDS: *Stakeholders, Emergency management, Coordination*

1. Introduction

In recent years, there have been frequent public health emergencies, such as SARS, H1N1, H7N9 swine flu, dengue fever and ebola, especially the covid-19 outbreak in early 2020. As of May 20, a total of 84,505 confirmed cases and 4,645 deaths had been reported in 31 provinces, autonomous regions and municipalities directly in China. It has a profound impact on the normal teaching order and students' physical and mental health. General secretary Xi Jinping has made important arrangements and instructions on the covid-19 pandemic on many occasions, stressing that we should not only focus on the current situation, but also take a long-term view, improve the system and mechanism for major pandemic prevention and control, and improve the national public health emergency management system. It is more and more important and urgent for colleges and universities to manage public health emergencies.

Based on the perspective of stakeholders, this paper analyzes the coordination among various stakeholders in the process of emergency management in colleges and universities. By learning from Mitchell's stakeholder attributes, this paper

classifies possible stakeholders, analyzes their roles in emergency management, and constructs a theoretical model. Then, based on the covid-19 pandemic as an empirical basis, this paper explores ways to improve the emergency management capacity of universities from three dimensions: early warning and monitoring, response and decision-making, and assessment and summary.

2. Related Literature Review

2.1 Stakeholder Theory

The definition of "Stakeholder Theory" was proposed by the scholar Freeman (1984). "Stakeholder refers to all individuals and groups that can have an impact on the realization of organizational goals". Therefore, enterprise managers should define the characteristics of stakeholders and distinguish their relationships. This theory proposes for the first time that the development of an enterprise cannot be separated from the win-win cooperation among all stakeholders, and the enterprise pursues not only the interests of shareholders, but also the overall interests of all stakeholders. American scholar Mitchell Mitchell (1997) proposed that stakeholders have at least one of the three basic attributes, namely Legitimacy, Power and Urgency. Legality is whether it is recognized by the law; Power refers to the degree of influence and responsibility; Urgency refers to the speed of response. The American scholar Rosovsky (1991) took colleges and universities as a stakeholder organization, whose stakeholders included the board of directors, teachers, students, alumni, government, public, community, etc. They can be divided into four levels: the most important stakeholders, the important stakeholders, partially important stakeholders, and secondary stakeholders. Relevant stakeholder theory was initially applied to the management of enterprises, and some scholars introduced it into the public domain to analyze the coordination of various participants in the process of problem solving. This shows that the application of the theory in the public domain is feasible.

2.2 Emergency Management

Robert Heath put forward the 4R theory of crisis management in his book Crisis Management. His theory divides crisis management into three stages: pre-crisis, during-crisis and post-crisis. The 4R model of crisis management refers to four aspects: reduction force, preparedness force, response force and resilience force. Steven Fink proposed a four-stage model of crisis propagation, also known as "F model". He revealed the life cycle of enterprise crisis, namely the symptom period, the onset period, the continuation period and the recovery period. Norman r. Augustine proposed six stages of crisis management, including crisis avoidance, crisis management preparation, crisis confirmation, crisis control, crisis resolution, and profit from crisis. Wang Cheng and Wang Zongqiang's "studies of unexpected events of college students" think the response should be "people-oriented, active prevention, quick response, public participation and coordination". Kang Zheng and

Ning Ning point out that, in recent years, the public health emergency in colleges and universities present new characteristics, such as chain, complexity, harmfulness and social focus. Due to the particularity of this group, emergent public health events are extremely easy to cause a domino effect, so it is particularly important to improve the current emergency management model. Universities should effectively integrate in colleges and universities, government and social force. Emergency management in this paper refers to the work carried out to effectively reduce the negative impacts and losses caused by public health emergencies, including the monitoring and early warning before the event, the emergency response after the event and the preparation for the recovery stage, which runs through the whole cycle of emergency management.

3. Stakeholder Analysis of University Emergency Management

This paper, based on the stakeholders' perspective, makes in-depth study on the current situation of the public health emergency management in colleges and universities, the colleges and universities emergency management division of responsibilities among the interest subjects and other issues. Emergency management in colleges and universities needs the government, media and community support and cooperation, also to give full play to the role of the administrative departments on the campus.

Using the power-legitimacy-urgency model proposed by American scholar Mitchell, this paper redefines the power, legitimacy and urgency in the context of emergency management in universities. Mitchell combines the definition and classification of stakeholders. He argues that all stakeholders must possess one or more of the three characteristics of legitimacy, power and urgency. According to these three attributes, stakeholders are divided into three types :(1) decisive stakeholders, which have legitimacy, power and urgency at the same time. He is the organization's most important stakeholder, including shareholders, employees, customers, etc. (2) prospective stakeholders who have any two of the three attributes. It can be divided into three types: dominant, dependent and dangerous. (3) potential stakeholders who have only one of the three attributes, and can be further subdivided into three categories of discretionary, dormant and demanding. Mitchell's research on stakeholders is the first of its kind. In public health emergencies in colleges and universities, power can be regarded as having control over the resources of emergency management and having influence in the decision-making process. Legitimacy refers to the recognition of their actions by other stakeholders in emergency management; while the urgency shows that the requirements of stakeholders can quickly attract the attention of the management level in emergencies. The role of stakeholders in emergency management can be divided into different types through the above three attributes, and different strategies can be adopted based on this division. Stakeholders with triple attributes are in the decisive position of emergency management, and stakeholders with dual attributes and single attributes will directly or indirectly influence the implementation and development of emergency management [1].

4. Empirical Analysis of Covid-19 Pandemic

This paper takes the covid-19 pandemic as an empirical case to analyze the applicability of Mitchell's power-legitimacy-emergency model.

4.1 Identify Stakeholders

As higher education enters the stage of popularization and opening, the governance of colleges and universities forms a new model in which all stakeholders participate. Stakeholders in university emergency management are defined as the stakeholders involved in each link in the emergency response process after covid-19 outbreak, including internal division of labor and external division of labor. Students, teachers, management (teaching department, student affairs department, logistics department, promotion department, the communication information technology department, the department of foreign affairs), alumni and others constitute the internal linkage system of colleges and universities, while government agencies (education bureau, police station, the centers for disease control and prevention), work places, intern bases, social organizations, news media and the public constitute the external interaction system. Through the analysis of each stakeholder, it is helpful to clarify the role of each stakeholder, promote the division of labor and cooperation, and improve the university's emergency management ability and level.

4.2 Categorize and Analyze the Attributes of Stakeholders

Under the background of public health emergencies in colleges and universities, the author classifies and analyzes seven attributes of people with different interests from three dimensions of legality, power and urgency.

4.2.1 Potential Stakeholders

Free stakeholders have a strong ability to deal with emergencies, but lack legitimacy and urgency; power is often not used. In the fight against covid-19, general secretary Xi Jinping stressed that "we must closely rely on the people" and that "social forces should participate in the prevention and control of covid-19. We should strengthen organization and guidance, open channels and encourage and support". As an important part of social forces, social organizations (NGO), as the "third sector" independent of the government and the market, are voluntary, non-profit and civil. They actively participate in the emergency management of public health emergencies and can be classified as free stakeholders. In the process of emergency management, colleges and universities should actively seek cooperation with social groups, integrate resources, build platforms and put social resources into emergency management more efficiently.

Dormant stakeholders have legitimacy but lack power and urgency. This kind of stakeholders can not participate in the decision-making process of university emergency management, nor will they put pressure on the decision-making level,

but they have the legitimacy and possibility to participate in emergency management, such as the residents around the university, the community in the area, the volunteer groups involved in the local government and the alumni. In the extraordinary period of the outbreak and spread of covid-19, the alumni of major universities across the country have taken active actions to fight the pandemic in various ways, donating money and supplies, setting up special funds and assisting universities in the fight against the pandemic.

Demanding stakeholders are those who possess urgency but lack power and legitimacy. Such stakeholders realize the urgency and importance of emergency response, but are lack of rich experience and reliable technology, and play a small role and function in the process of emergency management, with no actual influence. For example, the individual volunteers who go to the pandemic areas spontaneously have no arrangement and legitimacy, and are weak in the emergency response.

4.2.2 Prospective Stakeholders

Dominant stakeholders have power and legitimacy, and lack urgency. In the process of emergency management, such stakeholders have professional resources, keep close contact with universities and colleges, and have certain influence on decision-making. For example, in the prevention and control of the pandemic, relevant enterprises and employers actively provide professional technical and material support to colleges and universities, cooperate with and implement the major decisions of colleges and universities, maintain the same pace with colleges and universities in the aspects of internship and employment, assist colleges and universities in the management of students and ensure the safety of students' lives. On the other hand, it has opened up a broader space for school-enterprise cooperation in the future.

Dangerous stakeholders are those who have power and urgency and lack legitimacy.

Dependent stakeholders are those with legitimacy and urgency and lack of power. University students and front-line teachers are the biggest stakeholders and direct stakeholders of the covid-19 pandemic. However, they are relatively dependent on the decisions made by the government and university management departments, and play a strong role in the implementation and practice of decisions in the process of emergency management. Colleges and universities should combine the strength of teachers and students to make joint prevention and control in the process of ideological and ideological education, emergency skills training, daily monitoring and emergency response.

4.2.3 Decisive Stakeholder

Decisive stakeholders have power, legitimacy and urgency at the same time. In the university emergency management process, they are indispensable and of decisive significance, with the close interest relations, determining the university survival and the development. University public health emergencies should always

put the student's life safety and health first, adhere to the centralized leadership and graded responsibility, therefore the local government in the process of emergency management is at the core, under whose unified leadership, the education bureau, the local police station, the centers for disease control and prevention and various stakeholders live up to their responsibilities and guide colleges and universities to do a good job of related emergency management. For example, data reporting tasks related to pandemic situation should be deployed, and health instructors should be sent to colleges and universities to guide emergency response. Leading groups of pandemic prevention and control in colleges and universities should fully implement the requirements of their superior departments, organize to leader and coordinate relevant departments to effectively implement emergency response measures, improve emergency plans, establish and improve mechanisms for emergency work, and ensure that the emergency work is carried out in an orderly manner. Students' movements and physical and mental health status during the pandemic period are accurately surveyed and reported by the student affairs departments, and students' knowledge of pandemic prevention and control is well popularized and students' online learning supervision is well conducted. Meanwhile, education on patriotism, social responsibility, life perspective, rule awareness and internet literacy is further deepened. Actively deploy teaching departments to ensure the smooth development of online teaching; The publicity department should do a good job in the publicity and education of pandemic prevention and control and public opinion guidance, popularize the knowledge of scientific protection and mental health, promote positive energy and create an atmosphere of public opinion in which everyone is united. The logistic support department stand by their posts day and night to watch for campus safety and the safety of teachers and students. As the global pandemic continues to spread, the foreign affairs departments of universities and colleges have been actively communicating and connecting with foreign teachers and students, transcending national boundaries and cultural differences, and making positive contributions to the prevention and control of the pandemic

5. Method Analysis of Improving Universities' Emergency Management Ability from the Perspective of Stakeholders

Every colleges and universities is an open complex system, and interact with and affect the local government, community, the public and enterprises in different ways. A public health emergency is harmful and unpredictable, so how to mobilize the internal and external resources before, during and after emergencies, make use of the responsibility and advantage of the various stakeholders, form the joint response, is the important embodiment of emergency management capability [2]. We can explore ways to improve the university's emergency management ability from three dimensions: early warning and monitoring, response and decision, evaluation and summary.

5.1 Define Responsibilities and Improve Early Warning and Monitoring Mechanisms

The clear division of labor and cooperation between internal and external stakeholders is the basis for information sharing and resource integration, as well as the necessary condition for promoting the ability of emergency management. Colleges and universities should establish permanent comprehensive coordination and decision-making institutions to deal with public health emergencies, and coordinate the emergency management of emergencies. We will establish a safety education system in which society, schools and families interact, integrate intramural education with extramural education, improve the degree of cooperation among the various subjects, and effectively carry out emergency training exercises to develop students' emergency skills. Universities and colleges should work together with disease prevention and control agencies to conduct dynamic monitoring, investigation and prevention and control so as to control the spread of the pandemic. Strengthen communication and contact with police stations, communities and traffic departments around colleges and universities, timely grasp the students' movement trajectory, and coordinate prevention and control.

5.2 Strengthen Information Sharing and Improve the Efficiency of Emergency Response

After the occurrence of public health emergencies in colleges and universities, different subjects hold different information, so it is necessary to break departmental boundaries and establish an information sharing platform [3]. Strengthen online-offline communication and exchange, share and publish the information in a timely manner, coordinate actions, dissolve the risk together, improve the efficiency of the emergency response, and also eliminate unnecessary panic because of information asymmetry or spreading false information, to build a good public opinion environment for effective coping with and control public health emergencies.

5.3 Standardize Evaluation and Summary, and Continuously Improve the Effect of Emergency Management

In the process of handling the incident, the standard and dynamic evaluation should be carried out, and the problems should be found and improved in time. After the event is over, the experience and lessons of incident response should be comprehensively summarized, including the implementation strategy and effect evaluation in the whole process of incident discovery, report and response, so as to provide reference for future response. Through the evaluation of university emergency management ability, it is helpful to improve the scientific and standardized university emergency management, mobilize the enthusiasm of all stakeholders, integrate resources and give play to the demonstration effect.

6. Conclusion

In conclusion, based on the perspective of stakeholders, it is imperative to

analyze the coordination among emergency management participants in colleges and universities, and explore the path of improve the ability of emergency management from the aspects of early warning and monitoring, response and decision-making, evaluation and summary. It is not only beneficial to guide the university emergency management to be effective, normal, and sustainable, and is of great significance to ensure the normal operation of colleges and universities, students' security and stability, and the construction of socialist harmonious campus.

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