



## ARTICLE

## AN ANALYSIS OF THE ROLE CHANGE OF THE GOVERNMENT IN THE RISK SOCIETY GOVERNANCE

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### ARTICLE DETAILS

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### ABSTRACT

The frequent occurrence of global public crisis events has made people aware of the change of social background. The theory and concept of risk society have entered the public's field of vision and began to spread rapidly. The former social development model has no longer adapted to the current status quo. The order maintained by stable institutions and normative behaviors in the industrial age also began to break down with the advent of globalization risks. This means that we have entered an era of rapid changes in our development, with risks and crises accompanying us, and the government, as the guardian and maintainer of social order, is bound to face new changes. Establishing governance concepts, building a multi-coordinated governance environment, improving laws and regulations, and improving government credibility are the action guidelines for the transformation of the government's role.

#### KEY WORDS

Risk Society; Role Change; Social Governance; Multiple Subjects

The nuclear power accident in Chernobyl in 1986 caused large-scale nuclear radiation damage, which is still affecting the surrounding ecology. The massive outbreak of COVID-19 in 2020 has killed more than 4.6 million people and spread to the world. The 2008 Wenchuan earthquake caused hundreds of thousands of casualties. People from all walks of life have taken actions to make concerted efforts to face the social situation of the disaster. The government pays attention to the existence of multiple subjects. The Tianjin Port explosion in 2015 made the government realize the importance of strengthening the construction of safety early warning mechanism and taking emergency precautions at any time, we should always realize that we are in a risk society.

We are already in the era of risk society, and all countries are seeking new ways of social governance to cope with new social development. Human beings in a risk society have become an unchangeable community of destiny. A series of traditional governance models have emerged. Difficulties, vague goals, rigid mechanisms, uneven professional quality within the system, solidified regulations, and low attention to social governance requires the government to rethink the way of innovation in social governance. All subjects are gradually accepting the multi-subject common governance concept represented by cooperative governance. As the leader of social management in the industrial society, the government must take specific actions in terms of identity positioning and transformation under the background of the continuous development of governance theory.

At present, the innovation of social governance structure is already in the present tense. No matter what adjustments and changes are to be made in this reform practice, social governance has the characteristics of modernization. Diversity, collaboration, cooperation and sharing

will be new elements of modern social governance. The social changes brought about by the risk society also require the government to make the concept and preparation for the role change. The concept and method of risk society governance require the government to innovate governance, increase the willingness of citizens to participate, gradually reveal multiple subjects, and cooperate in governance. It will be a new direction in line with the development of the times.

#### 1. THEORETICAL REFLECTION: CONCEPTUAL CHANGES IN A RISK SOCIETY

The risk society theory was initially produced in the West, and under the influence of changes in the social environment, Western scholars realized the arrival of a new crisis. We urgently need to eliminate traditional bureaucratic thinking and bureaucratic concept under the influence of the long-term industrial society. Instead, we must accept the preparedness to deal with the crisis at any time under the new risk theory. The theory of risk society and related viewpoints have become the background and premise for people to explore the development of human society and social governance [1]. In 1986, Baker published "Risk Society: Towards a New Modernization" and proposed the concept of risk society. He believed that in modern society, the development path of industrial society began to produce a series of threats, natural resources and cultural resources. The over-utilization and depletion of the technology has made people gradually realize that the security problem is facing a threat [2]. Giddens conducts research from the perspective of institutional rationality. He believes that human rationality and the application of technology have accelerated the advent of a risk society. Modern social risks are more manufactured risks, while traditional social development The sluggishness and undeveloped human rationality also

enable management under the industrial model to effectively maintain social stability [3]. Rush believes that risk culture, as a kind of cultural communication, has a value-oriented role, which can guide people to face all crises in a positive sense and at the same time strengthen people's crisis awareness. Luhmann believed that the complexity and functional differentiation of the social system caused the aggravation of social risks and then interpreted the meaning of the risk society in the risk.

The risk society theory originated in the west, and the theory produced under the western social system is not entirely applicable to the whole world [4]. During the transition period, China's understanding of risk society and the choice of governance strategies have also produced many local views. Based on adhering to the introspection and reflection on institutionalization and technicalities of the risk society theory, combined with the reality of traditional Chinese society, drawing on the theory of risk culture, it highlights the significance of social structure remodeling and social governance transformation.

China is facing a transition period from the traditional management method of the industrial society to the new governance model. The advent of the risk society will undoubtedly speed up the transformation of society, and it also makes us think more about social governance. The large-scale global outbreak of the new crown epidemic has made domestic scholars pay more attention to the theory of risk society and the transformation of governance. After the epidemic outbreak, the actions taken by the government led by all walks of life have made scholars more deeply aware of the impact of the risk society. Social theory combined with my country's national conditions to make more discussions and research. Even in the face of various difficulties in the risk society, the government still lacks a sense of crisis. It maintains the low stability and complexity of the industrial society, thus ignoring the approach of the risk society [5].

By studying the occurrence and development of the new crown epidemic, scholars have proved that the differences in institutional models between countries are gradually weakening, too much attention is paid to wealth distribution and class differentiation, and it is no longer essential to emphasize the distinction between liberal democracy and authoritarianism. What is important is to address risks. The Chinese program of society and governance models in the Chinese context [6]. Scholars discuss how the society can return to regular operation after the new crown epidemic from the root cause of the crisis, the technical problems behind it and the way of governance, and then propose the innovation of government governance measures to respond to the changing social background effectively [7]. Therefore, with the advent of global social risks, we must realize that the single-hierarchical governance structure centered on the state and the government in the industrial age is no longer applicable, and social governance must adapt to the profound changes in the social structure and return to the social public. At the foundation, multiple subjects will jointly explore new models and paths of social governance.

Jing Yijia's cooperative governance theory and his proposed polycentric governance pattern break the monotony of public policy, and make the policy move out of the single state of being solely responsible for political institutions, and turn to more consideration of multi-subject governance, stressing that the government should pay attention to the coordination and interaction of multiple subjects, and as a benign interoperability system, realize the common governance of multiple subjects [8]. Emphasizes the governance of multiple power centers and organizational systems rather than a single power center based on multi-center, emphasizes the interactive process of multi-subject participation and the ability to create governance rules and forms actively, and has a theory for governance innovation in a risk society.

## 2. COOPERATIVE GOVERNANCE: GOVERNANCE INNOVATION IN A RISK SOCIETY

Baker once put forward the concept of "organized irresponsibility" in his research on risk society. Organized irresponsibility refers to the highly developed system in the social environment, but it can still effectively face crisis events in advance defense and ex-post resolution. At the individual level, the status of the responsible subject cannot be determined after a crisis event occurs, and law and science have become the tools for the responsible subject to evade responsibility. This organized irresponsibility reflects the dilemma faced by the

current governance form in the risk society and proves the necessity of governance model transformation.

In the 1970s, western countries experienced a social crisis, the social management model encountered a bottleneck and urgently needed to make changes, and the new public management movement came into being. Subsequently, the New Public Service Theory, represented by Denhardt, which advocates that government functions are changed from helm to service, was born, making up for the loopholes left by the new public management. In the 1990s, the emergence of governance theory advocated that the public's direct participation in government decision-making and social governance process began to be favored by the government and the public, emphasizing the behavioral autonomy of social subjects, and believed that public policy formulation not only requires the participation of multiple subjects from the government and society, it is even more necessary to emphasize the responsibility of each subject for the results [9], to share decision-making rights and share decision-making responsibilities.

Cooperative governance has gradually emerged in the public eye. Cooperative governance was formed under Western New Public Management Theory, New Public Service Theory and Governance Theory. After a series of changes in Western society, it synthesized the essence of each theory and deduced it more in line with the social status quo. In the background of risk society. It has become the focus of social governance.

With the dissemination of risk society theory and the gradual deepening of the perception of risk society, scholars also realize that there should be a set of governance methods in line with the background of the times in risk society and in the research on how risk society realizes governance innovation, cooperative governance has become the main direction of research. The domestic research on risk social governance originated from the end of the 20th century. Zhang Kangzhi first realized that public management is an emerging cooperative governance system and conducted research on cooperative governance. He proposed that the social governance model of the government's monopoly decision-making is no longer applicable, and the power of social autonomy should be valued and can assist the government in social governance. The government should cooperate with social subjects in social governance [10]. After analyzing the social governance model, he proposed three social governance models: participatory governance, social autonomy, and cooperative governance. He believed that only cooperative governance can fundamentally eliminate the tendency of government centralism and realize an actual multi-subject Participation will also be the best choice for government governance innovation in the context of the new era [11]. In "Cooperative Society and Its Governance", Zhang Kangzhi put forward the overall plan and complete composition of cooperative governance. The research on cooperative governance is based on insight into the social status quo, which lays a logical starting point for subsequent research [10]. Jing Yijia's cooperative governance theory also provides a new direction for government social governance. The sharing of power within or across public organizations, the nonprofit sector, and the private sector to achieve public goals.

The theory of cooperative governance has begun to affect the governance system in my country slowly. Scholars have also discussed the research on cooperative governance from different perspectives. Cooperative governance requires the government and the public, and other subjects to make joint decisions through negotiation and negotiation on an equal basis, share responsibility [12]. Scholars proposed that under the support of the theory of cooperative governance, the participating subjects are no longer single governance led by the government. Still, each subject fits their interests and goals and jointly discusses governance issues based on their independence [13]. Replacing bureaucratic organizations with cooperative organizations has more significant differences in highly complex social governance. The unique advantage of cooperation is that it can accommodate differences and coordinate and integrate [14]. There is no unified definition of the concept of cooperative governance. Still, domestic scholars' research and discussion on cooperative governance from multiple perspectives also provide opportunities and space for the wider exploration and application of cooperative governance.

## 3. ROLE CHANGE: GOVERNMENT INNOVATION IN A RISK SOCIETY

Risk society brings opportunities and challenges, and the frequent

occurrence of public crises requires the government to make changes. Cooperative governance means the diversity of power subjects and sources of power. In addition to state power, social organizations, market subjects, and individual citizens will all be legitimate power sources. The governance of risk society emphasizes the coordination and interaction of multiple subjects. The government should not be the determinant of the final governance plan or result but must establish the governance plan and result on the basis of multi-party coordination. Social organizations and citizens outside the government can become an opinion leaders, and the government can become the ultimate regulator of social governance.

The governance theory of Western society is based on the premise of the dichotomy between the state and society, and the self-development of social organizations is very mature. Emphasize self-discipline and self-regulation. Therefore, the risk social governance in the west is carried out on the premise that multiple social subjects are relatively equal. The government is no longer the sole provider of public goods. Multiple subjects such as the government, the market, and society begin to explore the development of cooperation models. Under the premise of political and social dichotomy, the role of the government has remained at the level of unitary participation in social governance as a multi-subject after a series of social changes.

In my country's risk society, the government and other subjects have been in a non-equivalent position for a long time. The government is dominant, and the relative participation of each subject is relatively low. At the same time, behavior is regulated by various laws. Therefore, in order to explore the realization and application of cooperative governance in our country, it is necessary for the government to first take the perspective and action of changing its role and realize the transformation from the leader to the coordinator.

The government should first pay attention to the existence of multiple social subjects and collaboratively achieve common governance. The differences in the goals and demands of each subject, the conflict between the central and local governments, and the changing roles of each subject will affect the development of multi-subject negotiation relationships. Therefore, it is even more necessary to strengthen coordination and cooperation in cooperative governance and rationally change role awareness. To better achieve public governance [15]. Scholars believe that the formation of a social cooperative governance mechanism first requires the socialization of public power, that is, civil society and social organizations other than the government should participate in joint governance, and the government should do an excellent job of macro-control and grasp of multi-subject participation, and truly integrate multi-subject participation. Incorporate into the governance system to form grid-structured cooperative governance [16]. In addition to government mechanisms, market mechanisms and civil society mechanisms are also indispensable in a risk society. Governments at all levels should adjust their relationship with multiple subjects in a timely manner, improve the ability of each subject to deal with risks independently and actively participate, and build mutual trust [17]. Scholars believe that the government needs to promote governance in the form of cooperation, strengthen cooperation between governments and between governments and society, and cultivate citizens' awareness and ability to participate [18].

The government should also pay attention to the decentralization and decentralization of power while cooperating with multiple subjects. Tong Xing pointed out in the review of "The Governance of Risk Society" that the frequent occurrence of global public crisis events requires the government to establish a new governance model: the government coordinated governance, which is essentially cooperative governance. The government should reasonably define its role in social governance. The boundaries of rights and responsibilities, and innovate social management methods [19]. The overall management system responds to the needs of risk social governance, that is, taking citizens' needs as the governance orientation, using information technology as the governance means, and providing public services on the basis of organic coordination and integration of governance levels [20]. The government should give enough trust and management power to the civil society and civil society, give flexibility to the hierarchical governance of public power, build a political culture of cooperative governance, and realize the transition from monopoly management to good governance [21]. Risk governance must be formed in a risk society. The government

must change its previous identity, prepare for various subjects such as the market and society, and form a collaborative governance model of "one main and multiple". The government is responsible for institutional design and proposing the vision and concept, interacting with the market society in self-organization, and promoting cooperation between various subjects [22]. Form a multi-core governance structure [23]. Zhang Jun proposed a "state-centered relational" governance model, which not only emphasizes the existence of the government's role in governance but also pays attention to the interactive, cooperative relationship between the government and other participants. The government maintains the social governance resource allocation core role to achieve multi-subject collaborative governance [24]. Scholars believe that the current holistic governance and democratic governance must be based on cooperative governance, which requires the government, the public and other departments to participate in and share the responsibility to carry out cooperative governance with the society [25], and let the society go to undertake some state functions. The government must do an excellent job in institutional construction and provide a new normative system for cooperative governance involving multiple actors [26]. Innovation in social governance not only improves the ability of government governance but also further decentralizes government power, stimulates social vitality, and enables multiple social subjects to participate in social governance. As a result, social order improves social security.

#### 4. CONCLUSION

The risk society has become the background of the new era, and seeking government governance innovation is also an inevitable requirement to adapt to the tide of the risk society. Therefore, the government must break the inherent traditional thinking, truly realize the advent of the risk society, and at the same time make governance innovation and change its role.

The government must establish a sense of governance, do an excellent job in the transformation of ideas, and the premise and guarantee for the transformation of the role of the government in taking action. It is also necessary for improving the governance system and improving governance capabilities. The governance system in a risk society needs to be supported by a sound concept. The new crown pneumonia epidemic has also exposed the government's lag in governance concepts. We are in a risk society, and the governance of the risk society requires comprehensive planning and strategy formulation.

Strengthening the sharing and circulation of information among multiple subjects, information disclosure guarantees government governance and improves credibility. The government needs to do whether it is the early warning and emergency activation of various emergencies in a risk society or the coordination with multiple subjects in cooperative governance. Good information disclosure strengthens communication with multiple subjects. Improve the ability to deal with emergencies, make plans for early warning mechanisms, pay attention to the coordination and cooperation between multiple subsystems, and do an excellent job in the cooperation and governance between horizontal government departments, vertical central and local governments, and external market society—system planning.

The compulsion of laws and regulations is a powerful guarantee for the legitimate and reasonable participation of multiple subjects in social governance. The government needs to improve the legal regulations in a risk society and develop a complete legal foundation for cooperative governance. The premise of establishing social credibility and forming multi-agent coordination is the government's credibility. As a subjective belief, the trust generation also has risks or uncertainties. In a risk society, establishing modern trust relationships is the regular operation of cooperative governance. Establishing the government's credibility is a prerequisite for improving the efficiency of cooperative governance. At the same time, it can reduce the uncertainty of social risks, promote mutual communication and mutual learning among multiple subjects, and optimize the allocation of resources from all parties to achieve the social effect of cooperative governance.

The government's role change in the context of risk society is a necessary trend of social development. Under the premise of our country's social system, the government occupies an important position in the multi-subject, which is the basis for ensuring the realization of the cooperation

of the multi-subject and the government's actions and policies. The trend also plays a guiding and decisive role in the governance and development of society. The change of the role of the government itself is the core driving force for the effective operation of the cooperative governance mechanism. Governments at all levels must establish the concept of cooperative governance, maintain good information communication with multiple subjects, adjust the relationship between the government and the market, social organizations, and citizen groups in a timely manner, actively cultivate and improve the social governance pattern of multiple collaborative governances, jointly respond to risks and crises, and improve social vitality.

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