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## Reflections on the Construction of a Strategic System for Public Safety in the Context of Social Transformation: Postprint

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### Abstract

[Purpose/Significance] Security and development are intimately interconnected, mutually reinforcing, and mutually propelling, constituting the fundamental driving force for social progress. Ensuring public security forms the foundation for facilitating China's socio-economic transformation and development. Public security strategy serves as the comprehensive, sustainable macro-level ideological guide and fundamental principle for directing a nation's public security practices. Discerning the intrinsic linkages between security and development and formulating scientifically effective public security strategies have emerged as critical issues requiring urgent resolution in the domain of public security governance. [Method/Process] This article commences with an examination of how public security strategies promote socio-economic transformation and development, contingently analyzes the mechanisms of mutual support and mutual propulsion as well as the interrelationships between socio-economic transformation/development and public security strategy, and subsequently proposes relevant recommendations for constructing a public security strategy system. [Results/Conclusion] The construction of a public security strategy system during the social transformation period should be approached from several dimensions, including the transformation of public security management, the positioning of government security management functions, the refinement of collaborative governance systems, and the allocation of public security strategy resources, thereby ensuring the security and sustainable development of socio-economic transformation.

## Full Text

# Reflections on Constructing a Strategic System for Public Security in the Context of Social Transition

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## Abstract

Security and development are intimately connected, mutually reinforcing and driving forces that constitute the fundamental impetus for social progress. Ensuring public security forms the foundation for promoting China's socio-economic transformation and development. A public security strategy serves as a comprehensive, sustainable macro-level guiding principle for a nation's public security practices. Therefore, identifying the intrinsic connections between security and development and formulating a scientifically effective public security strategy has become an urgent issue in the field of public security governance. This article examines the mechanisms and interrelationships through which socio-economic transformation and public security strategy support and drive each other, starting from the perspective of how public security strategy facilitates socio-economic transformation. Based on this analysis, we propose recommendations for constructing a public security strategic system. The construction of a public security strategic system during the social transition period should focus on several key dimensions: transforming public security management, positioning government safety management functions, improving collaborative governance systems, and allocating public security strategic resources, thereby ensuring the security and sustainable development of socio-economic transformation.

**Keywords:** Public Security Strategy; Social Transition; Strategic System Construction

**Classification:** C939

Security and development represent the basic driving forces and core issues of social progress. Social security concerns not only the vital interests of every member of society but also national economic and social development and stability, making it crucial for maintaining social order, ensuring long-term national stability, and enabling people to live and work in peace. China currently stands at a critical stage of achieving the great rejuvenation of the Chinese nation, with development still in an important period of strategic opportunity. This is also a crucial period for China's socio-economic transformation, during which the demand for public security strategy continues to grow. On May 29, 2015, during the 23rd collective study session of the Political Bureau of the CPC Central Committee, General Secretary Xi Jinping emphasized that we must approach public security from the perspective of safeguarding the fundamental

interests of the broadest masses of the people and weave a comprehensive, three-dimensional public safety network. As a foundational guarantee for promoting socio-economic transformation, public security strategy must center on strategic models that drive this transformation and construct a strategic system of significant importance to socio-economic transformation—an important guide and fundamental framework that both theoretical circles and practitioners eagerly anticipate.

## 1. The Connotation of Public Security Strategy

With the end of the Cold War, the wave of globalization has swept across all fields, breaking down traditional concepts of national security and bringing an increasing number of non-traditional security issues into public view. Public security now prominently manifests as a series of non-traditional security challenges. General Secretary Xi Jinping has pointed out that the connotation and extension of China's national security are richer than at any time in history, its temporal and spatial dimensions broader than ever before, and its internal and external factors more complex than ever before. We must adhere to an overall national security concept, with the people's security as our purpose, political security as our foundation, economic security as our basis, military, cultural, and social security as our guarantee, and the promotion of international security as our support, forging a path of national security with Chinese characteristics. This demonstrates that national security can no longer be understood solely from a traditional perspective; modern security concepts have expanded the connotation and extension of public security to a much broader scope. Essentially, a public security strategy represents the macro-level understanding, fundamental principles, and response strategies for a series of major non-traditional security issues, including terrorist attacks, mass incidents, natural disasters, production safety accidents, and large-scale infectious diseases. It serves as the fundamental guiding principle for public security practice.

### 2.1 Strategic Positioning of Public Security

Public security strategy encompasses a wide range of content, involving environmental, economic, public health, and major sudden disaster domains. As safety requirements in related social fields continue to rise, public security strategy must establish a positioning distinct from the past. Based on the overall requirements of the holistic national security concept, we believe that China's public security strategy must closely focus on serving and promoting socio-economic transformation as its realistic foundation, with the people's security as its purpose, political security as its foundation, and military, cultural, and social security as its guarantees. It should ground itself in domestic economic and social development realities, exclude interference from international non-traditional security factors, and fully provide the public security support needed for economic and social development within the globalization framework. This constitutes the basic strategic positioning of public security in the new era of

socio-economic transformation.

## 2.2 Components of the Public Security Strategic System

The components of public security strategy evolve and enrich with social development. Traditionally, public security has generally been associated with actual public security incidents, often referring simply to “public security events.” However, with the rapid transformation and development of the economy and society, the importance of public security has continuously increased, becoming a crucial element of the Party Central Committee’s social governance. The 12th Five-Year Plan for National Economic and Social Development (2011) identified “ensuring food and drug safety, strictly managing production safety, improving emergency response systems for sudden incidents, and perfecting social security prevention and control systems” as important tasks for public security system construction. The basic content of a public security strategic system generally includes four aspects: food and drug safety, production safety, emergency response to sudden incidents, and social security prevention and control. Following the Third Plenary Session of the 18th CPC Central Committee, the state listed “disaster prevention, mitigation, and relief” as an important task of public security management. Correspondingly, the components of the public security strategic system were expanded to include these three functional systems. The 13th Five-Year Plan further proposed firmly establishing a safety development concept, comprehensively improving production safety standards, enhancing disaster prevention, mitigation, and relief capabilities, innovating social security prevention and control systems, strengthening emergency response system construction for sudden incidents, and advancing the building of a safe China—representing the state’s overall requirements for public security strategic management. Contemporary China is undergoing the most extensive and profound social transformation in its history and conducting the most grand and unique practical innovation in human history. While implementing public security strategic concepts, we must reduce the direct impact of production safety factors on socio-economic transformation, focus on maintaining the order of socio-economic transformation, and control the indirect impacts of emergency response and social security prevention and control capacity building on socio-economic transformation, thereby better serving the strategic transformation of economic and social development.

In 2012, China’s public security expenditure budget reached 701.763 billion yuan, exceeding the national defense budget of 670.274 billion yuan for the same period [1]. This data sparked considerable controversy in society. Some experts argue that public security expenditures classified as administrative management represent pure consumption that does not directly generate economic value and may have a crowding-out negative impact on economic growth. Others contend that we cannot view this solely from the perspective of administrative consumption; the benefits brought by security expenditures are implicit and fundamental, but by no means singular, limited, or unbeneficial. The world today is experi-

encing a period of great development, transformation, and adjustment, with the global governance system undergoing tremendous changes. Interactions among nations in economic, political, and cultural spheres are becoming increasingly frequent, and the influence of non-traditional security factors is growing deeper and more extensive. Ensuring a stable economic and social order and a new international governance order holds even greater significance for economic and social development.

### **3.2 Socio-Economic Transformation Provides Momentum for Public Security Strategy**

Statistics show that China's average annual safety investment accounts for less than 1% of GDP, while developed countries invest more than 3% [3]. The advancement and implementation of public security strategy require strong economic support. In public security practice, many state-owned and private enterprises suffer from high utilization rates of outdated equipment, backward safety management, and insufficient investment in safety training—primarily due to limited economic development levels, which affect the consumption guarantee of public security. Public security strategic investment accounts for a relatively high proportion of administrative expenditures, requiring stable funding to ensure that public security's guarantee function for economic transformation can be effectively fulfilled. On February 24, 2012, the Ministry of Finance and the State Administration of Work Safety jointly formulated the “Measures for the Extraction and Use of Enterprise Safety Production Funds,” aiming to increase investment in safety production funds within the constraints of limited economic development levels. However, production safety represents only one component of the public security strategic system. The fundamental solution for comprehensively increasing investment in the construction and operation of the public security strategic system lies in raising economic development levels and overall national strength.

### **3.3 Benign Interaction Between Socio-Economic Transformation and Public Security Strategy**

Public security strategy creates a favorable security environment for socio-economic transformation, while economic transformation enhances economic strength and provides fundamental guarantees for implementing public security strategy. The two are interdependent, mutually supportive, and coexist symbiotically. The so-called benign interaction between socio-economic transformation and public security strategy primarily concerns the boundaries of their relationship.

First, economic transformation must provide momentum for public security strategy within a moderate range, ensuring adequate investment in public security. Public security investment falls under administrative expenditures in fiscal budgets. Although multiple parties may participate in national public security, government ultimately plays the leading role. Absolute power breeds

corruption, and from an economic “rational actor” perspective, governments also pursue economic objectives and motivations. When investment in public security strategy from economic transformation exceeds appropriate limits, government-led public security construction may shift from maintaining public security to threatening or directly harming it. The benign interaction between socio-economic transformation and public security strategy requires controlling the incremental funding for public security strategy within reasonable bounds, adopting “red line” and “bottom line” thinking where the bottom line cannot be crossed and the red line cannot be touched.

Second, public security strategy must provide stage-specific, targeted guarantees for socio-economic transformation according to the security needs of different transformation phases. Economic development has “speed-change periods,” and economic transformation has “growing pains.” The construction and implementation of public security strategy must also be phased and prioritized, based on the practical needs of socio-economic development, maintaining strategic vision, and optimizing strategic positioning.

Finally, the benign interaction between economic development and public security strategy should not only manifest in mutual support and guarantees but also in their mutual driving and guiding functions. The demands of economic transformation drive innovation in public security strategy, while the protective capacity released by public security strategy must not diminish the enthusiasm for economic transformation but should minimize the “growing pains” of economic transformation. This internal mechanism of mutual support and driving requires continuous exploration of new ideas, mobilization of enthusiasm from all parties, and promotion of coordinated development between socio-economic transformation and public security governance.

#### **4.1 Accelerating the Transition from Public Security Emergency Management to Comprehensive Management**

Currently, China’s public security management model is primarily emergency management, characterized by action only where disasters occur and contingency plans only where public security problems exist. “Emergency response” has become the norm, often seriously impacting economic transformation and easily triggering public opinion crises. Moreover, the emergency management model lacks strategic orientation, initiative, and holistic awareness. The public security strategic system is a comprehensive framework integrating prevention, preparedness, response, and reconstruction functions. However, China’s current public security strategic system remains dominated by emergency management, lacking daily regularity, often associated only with sudden incidents, and focusing solely on response issues by concentrating all efforts on control and handling during disasters or safety accidents. The functioning of prevention, preparedness, response, and reconstruction in a public security strategic system combines initiative, effectiveness, and preventiveness, based on disaster prevention and mitigation. We must do everything possible to prevent public security

problems before they occur and, after they happen, fully mobilize resources to reduce harm and impact while actively conducting reconstruction work. Although crisis response functions are important in public security strategy, they should not constitute the sole strategic model.

The current overemphasis on emergency functions has led the government astray in constructing a public security strategic system. The emergency management model represents a simple extension of the response function dimension in public security management, but response functions alone are far from sufficient. Particularly when facing increasingly prominent and diverse social contradictions, weak or absent prevention and reconstruction functions would be fatal to comprehensively building a public security strategic system. In this sense, the current transition from emergency management to a public security strategic system represents a shift from response-dominated factors to integrated factors combining prevention, preparedness, response, and reconstruction—a transformation from simply responding to economic development issues to providing guarantees and guidance for socio-economic transformation, moving toward more scientific public security strategic management.

## 4.2 Scientifically Positioning Government Safety Management Functions

Constructing a public security strategic system imposes clear requirements on the positioning of government functions and roles, including which level of government should be responsible, which agencies should be accountable, and what the specific responsibilities of these agencies should be—all requiring scientific, meticulous, and comprehensive consideration.

First, government safety management functions must be clearly defined in institutional design. Legislative practice should establish laws governing government safety management functions, providing a general basis for government safety management actions. For example, legislation such as a “Public Security Law” could be promoted. Rigid legal frameworks should assign public security management responsibilities to governments at all levels and various departments, define intergovernmental and interdepartmental relationships, and provide legal foundations for accountability and penalties.

Second, the nature of daily public security issues and sudden incidents must be scientifically distinguished. Different public security management departments should be established to promote specialization in public security management. Specifically, specialized public security management agencies should be created to command overall prevention, preparedness, response, and reconstruction efforts, as well as to make decisions, provide command, and formulate contingency plans for major public security issues. Under the vertical leadership of public security management authorities, corresponding public security management agencies should be established while simultaneously accepting leadership from higher-level local governments.

Third, government organizational leadership functions must be fully leveraged. When addressing public security issues, governments should play a “central hub” role, researching and formulating countermeasures, reviewing public security emergency plans, and fulfilling the roles of decision-maker and supervisor. During implementation, they should serve as the chief coordinator, harmonizing division of labor and cooperation among various departments.

### 4.3 Incorporating Collaborative Governance into the Public Security Strategic System

Collaborative governance refers to managers and various stakeholders cooperating in governance throughout the social system, jointly participating in public management practice to achieve diversified social management subjects, maximize governance effectiveness, and maximize public interests [4]. Collaborative governance theory encompasses both the comprehensiveness of social forces and the leading characteristics of government, aligning with the inherent requirements of public security strategic system construction. Based on collaborative governance theory, the participation subjects in public security strategy should be reasonably expanded to promote pluralistic co-governance and better facilitate economic transformation.

First, partially transfer public security management power to society. Give full play to the role of social self-governance organizations, enhancing community residents’ capabilities for self-prevention, self-response, and self-reconstruction. Educate and train community residents to improve their practical abilities in responding to public security issues. Leverage community residents’ familiarity with their communities to establish community self-governance organizations, reducing the incidence of public security problems and improving community “immunity” and response capacity. Simultaneously, resolve interest conflicts within communities to reduce pressure on relevant government functional departments.

Second, actively promote cooperation between government and private social sectors. In addition to transferring public security management power to community organizations, relevant social organizations can be absorbed into collaborative governance, such as insurance companies and specialized technical departments, leveraging social forces’ advantages of being closer to grassroots society and possessing more advanced technologies than government departments. The fundamental starting point is to promote solving social problems within society, which optimizes public security strategic system construction and better serves economic transformation.

Finally, strengthen cooperation with domestic and international social welfare organizations. Leverage the public service characteristics of welfare organizations by incorporating them into the public security governance system to assume some responsibilities transferred from government departments. From a game theory perspective, welfare organizations, as third parties representing public

interests, can positively influence government agencies through their participation in public security management. In practice, public security management is dominated by a single government subject with considerable discretionary and arbitrary power but lacks corresponding constraints. Welfare organization participation can not only increase the strength of public security governance but also exert supervisory constraints on relevant government management departments, thereby standardizing government public security management behavior to some extent.

#### 4.4 Rational Allocation of Public Security Strategic Resources

On one hand, enhance the allocation capacity of public security strategic resources based on big data technology. Strengthen the construction of public security strategic command systems and big data platforms, reinforcing the four functions of prevention, preparedness, response, and reconstruction in the public security strategic system. Improve the collection, integration, analysis, and application capabilities of information resources to ensure the contemporary relevance of public security strategic resources. Big data platforms can enhance correlation analysis of data, predict evolution trends of public security issues, and help public security management departments seize the initiative, improving macro-strategic management capabilities based on data support, future trends, and holistic states. The public security strategic command system integrates decision-making information generation and transmission functions, achieving efficient linkage between decision-making and action systems to promote scientific decision-making, timely communication, and effective implementation.

On the other hand, incorporate all security elements within the public security domain into the public security strategy. Conduct strategic resource allocation based on regional and issue priorities, prioritize allocation according to different types of strategic resources, and uniformly rank and evaluate various security elements to clarify priorities for different regions and security issues of different natures. This resolves the contradiction between “the generalization of security issues and the scarcity of strategic resources” [5], truly applying public security strategic resources where they are most needed and fully leveraging the macro-planning and guidance functions of the public security strategic system.

The development of public security strategy and economic transformation are interdependent, mutually supportive, mutually driving, and dialectically unified, constituting the basic dimensions and internal driving forces of social development. Historical experience proves that we cannot postpone economic transformation to simply pursue a favorable public security environment, nor can we pursue economic development orientation while ignoring public security strategic system construction. Economic transformation provides the core and guarantee for public security strategic system construction, while public security strategy provides the shell and support for economic transformation. This internal logical relationship and mechanism provides valuable conceptual guid-

ance and strategic support for formulating economic and social development strategies, national public security system strategies, and particularly for coordinating the “Five-in-One” overall layout, the “Four-Pronged Comprehensive Strategy,” and the “Five Development Concepts” at a macro level.

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*Note: Figure translations are in progress. See original paper for figures.*

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