Emergency administration: public administration model under major epidemic condition-- A case study of the spread period of new coronavirus pneumonia

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Abstract. The transition of public administration mode has always been the focus of society and the organic unity of administration mode and administrative environment is the basic requirement for effective governance as well as implementation of our party's principle of seeking truth from facts in the field of public administration. In this paper, the author summarizes the administration mode that the government adopts to deal with challenges from non-marketization along with decentralization and dual command in the spread period of the major epidemic "new coronavirus pneumonia" as emergency administration. In order to concentrate on making a good control of the epidemic, current normal administration mode needs to be transformed into an all-round emergency administration mode in the face of abnormal condition, which is based on emergency market control with emergency power control as the core, emergency crowded control as the key, emergency information control as the carrier and other controls as the guarantee.

1. Introduction
The SARS outbreak that swept across China 17 years ago had a major impact on China's economy, public health and public crisis management, and posed severe challenges to the China's governance capacity. Today, the new coronavirus pneumonia outbreak from Wuhan, Hubei province is raging throughout the country, which shares many similarities with SARS and is more contagious, and brings unprecedented challenges to government and social governance. With the spread of the new coronavirus pneumonia, the normal administration mode has been unable to meet the requirements of social governance, and in extraordinary times it is necessary to work creatively with extraordinary strength and power to form a majestic force to "fight the epidemic together". The epidemic is an order, control is a responsibility, and the nationwide "emergency administration" model is of great significance in combating the epidemic.

2. Formulation and Background of Questions
How should the government govern the society? How can society be controlled, especially when there is a major public crisis in the society? This has always been a concern for government workers and the public, and Leonard D. White, the founder of modern public administration, White Leonard D. White, regarded public administration as "the heart of modern government governance". Government
governance mode more reflected in the public administration mode, from the beginning of last century, the research of public administration mode has entered the research field of western scholars, and since 1980s, it entered the field of study of Chinese scholars, it has experienced "ruling administration" and "management administration". And the transformation of the model of "service administration". [1] For the question of what should be the mode of public administration? whether from the government's practical application, or academic discussion, the dominant view is concentrated in the "service administration", with the development of the times, the functions of the government, the relationship between the government and the public, and the status transformation, "we must comply with the social development, change the traditional administrative mode of regulation, and make it fundamentally change to the service administration of " serving the citizens, the country and the society ". [2] There is no fixed once-and-for-all best model of public administration, which requires constant exploration and discussion in the ordinary course of operation to find the best model that is appropriate to the background of the times.

"Emergency administration" is different from "service administration" under normal conditions and "emergency management" of some activities carried out by some departments. The "emergency administration" is confronted with a systemic and all-encompassing set of crises and challenges that require a response from the entire political and administrative system. The "emergency administration" requires a holistic and rapid relocation of public governance and the creation of conditions for a return to normality.

The new coronavirus pneumonia, which originated in Wuhan, a mega-city with a thoroughfare to nine provinces, is attacking the Chinese mainland, spreading rapidly throughout the country, causing a huge impact on Chinese society and posing a serious challenge to the governance capacity of Chinese governments at all levels. In the face of the unprecedented epidemic, how can we control the epidemic quickly and effectively while minimizing its impact on the economy, the work and the lives of citizens? This is an unresolved issue for the government sector, and it is the issue that will be explored in this paper.

3. The necessity of implementing "emergency administration" in the case of a major epidemic disease

3.1. The challenge of non-marketization

The market has a keen sense of smell and can effectively regulate the production, distribution, and trading of most commodity prices in the market. But when a major epidemic occurs, market failures exist not only in the provision of public goods, external effects, monopolies, etc., but also in goods or services for which the market is normally well regulated. A month after the outbreak of the epidemic, the market for important epidemic prevention supplies and daily supplies were looting, even a mask was hard to find, the price of masks doubled ten times, a cabbage costed 63-yuan, supermarket meat dishes emptying and other market failures were frequent. Undesirable business hoarding, price gouging, causing adverse social impact, at that time the market was "out of order". The price index fluctuated a lot in the month after the outbreak, according to the data released by the National Bureau of Statistics, the national CPI (Consumer Price Index) in January 2020, from the link relative ratio, CPI increased by 1.4% from the previous month. Among them, food prices increased by 4.4% from the previous month's decrease of 0.4%, affecting about 0.96% points of the CPI increase. In food, fresh vegetables and pork prices rose by 15.3% and 8.5% respectively. On a year-on-year basis, CPI rose by 5.4%, an increase of 0.9 percentage points over the previous month. Among them, the food price rose by 20.6%, and the increase increased by 3.2 percentage points, which affected the rise of CPI by about 4.10%. At this time, the market for commodity price regulation is out of order.

On the one hand, the supply of special items prices soaring, on the other hand, with the relevant state regulatory authorities to increase the intensity of supervision, some stores related to the daily needs of the public are closed. Such as some pharmacies in the epidemic period due to market surveillance departments closely monitoring, items purchase prices, but sell prices must not rise, the public complaint
at every turn, plus pharmacies to buy drugs are basically patients, business personnel and no doctors and nurses that professional epidemic prevention equipment, shopkeepers to work are also risking great risk, so simply close the business. If the pharmacies distributed near the public close, it will only increase and infection risk and hospital load when people run to the hospital for all their ailments.

3.2. The challenge of decentralization

"Decentralization" refers mainly to the decentralization and devolution of power of the State or Government, especially the power to mobilize and mobilize resources, from the central Government to the referred State or Government, as opposed to the traditional system of a highly centralized central government. [3] Decentralization plays an important role in normal social governance, and the decentralization of power and resources to grassroots administrative units plays an important role in creating a efficient, energy-efficient and citizen-satisfied government. Service administration is a good embodiment of decentralization of power. An obvious characteristic of service administration is decentralization of power. From top to bottom, from the central to the local, the decentralization of power is to better and faster serve the masses and make every effort to satisfy the customers. But in the decentralization will also produce many problems, when the subordinates have strong selfish desires in their work, the decentralization of higher authorities will easily induce or aggravate departmentalism, leading to a series of problems, such as self-service consciousness surpassing public service awareness, obvious profit-seeking orientation in order implementation, aggravating the hilltop atmosphere of private tization of public power, and limiting the thinking horizon to short-term local benefits. Sectoralism is more covert and confusing than individualism. It no longer acts autonomously on the basis of individual will, but prioritizes the demands of the sector, showing a certain public and service nature. [4]

During the spread of a major epidemic, some local governments, under the guise of "doing extraordinary things and making extraordinary achievements in extraordinary times" and under the banner of epidemic prevention needs, even put on the cloak of "legality and compliance", blatantly use their power for personal gain. For example, some governments, in the name of fighting against the epidemic, only issued a "Notice of Requisition for Emergency Disposal", a sentence of "the implementation of emergency requisition in accordance with the law", openly detaining anti-disease materials shipped through their jurisdictions to the most affected areas. During the spread of a major epidemic, the government's decision-making and governing ability is also tested, and certain government departments may lose control in the face of sudden public crises, resulting in unpredictable policy changes. If the "city closure" notice was just issued, but only two hours after the official notice was issued, the "city closure" was cancelled, and the "stranded foreign personnel in Hangzhou can leave the city" was announced three hours later, such unpredictable changes will seriously affect the credibility of the government and the fight against the epidemic.

After the outbreak of the epidemic, many villages have spontaneously implemented many epidemic prevention measures, the most common being "village closure", which can be said to be another characteristic of China's rural governance. However, many villages do not send special guards to control people or vehicles entering or leaving the village, depending on the specific circumstances, but rather use physical partitions, or digging up roads, or building walls and piles of earth to forcibly isolate the village, the physical closure of the village is a simple and violent way to fight the epidemic, the effect is the re, but the problems are also worth considering. Forcibly blocking traffic and prohibiting people from interacting with each other, it is reasonable to say that this is an act of villagers exercising their right to autonomy through the consent of most villagers. The right of village self-government is also to be exercised within the limits of the law. In the near future, when there is a fire in the village, a sudden disease of the villagers, and a pregnant woman giving birth, it is not advisable to seal the village by force. In a far distance, such blocking of traffic may also hinder the transportation of materials and affect the overall situation of epidemic prevention. If there is a dispute over the one size fits all approach of "closing the village", then "tying the villagers who do not wear masks on the wall and "three members of a family playing mahjong at home are slapped in the face". There is a misuse of "small and micro power" in the village. It is reported that "medical staff are forbidden to enter", and Henan anti-epidemic nurses ar
e blocked from returning to their communities after work the hospital was considered novel coronavirus designated hospital, and she was afraid that she would bring home the virus to infect others. The investigation shows that this kind of vulgar extreme practice is not an isolated case, staged in many communities. Not only the relevant medical staff were discriminated against, but even their families were despised and even isolated. [5]

3.3. Challenges of a non-permanent administrative environment
Since December 2019, unexplained pneumonia began to appear in Wuhan, Hubei Province, until the phenomenon of human-to-human transmission was found, and the number of infected people rose sharply. The infected areas also expanded from Wuhan to the whole country. Then, a series of emergency measures such as city closure, village closure, community control, traffic control, and a series of emergency response measures were initiated by several provinces and cities, which took only one month. In the emergence of such a strong infectious, and no specific medicine, the panic of the public unprecedented, began to snatch masks, grab disinfectant, grab double yellow lotus, grab life supplies and other out of control behavior. We should not expect the formal organization to have both the efficiency under normal conditions and the ability to respond to emergencies. The emergencies paralyze the "meaning system" built on the normal operating state, making it difficult to communicate and coordinate between members of the organization, leading to the failure of the organization. [6] Exceptional efforts should be made in extraordinary times, and it would be unthinkable to continue to govern society under the traditional service administration model during a major epidemic. Scholar Wang Puhuan categorized the government management environment into $N \cdots C1 \cdots C2 \cdots C3 \cdots C4$ In the figure, N represents the normal environment of government management, and C1 represents low-level crisis. And conflict environment, C2 represents a moderate crisis and conflict environment, C3 represents a high crisis and conflict environment, and C4 represents an extreme crisis environment, such as internal and external war conditions and devastating natural disasters.[7] and Wang puts the dual management of the government in the period of prevention and fight against SARS in the C1-C3 interval, which requires the government to undertake both the normal public management tasks and the extraordinary tasks such as the prevention and fight against SARS. The outbreak of the new coronavirus pneumonia is very similar to SARS in that both are characterized by sudden outbreaks, strong contagiousness and large infected populations, which is a great challenge to both medicine and social governance. Government management during the spread of the new coronavirus pneumonia was likewise doubly in an extraordinary state. Government governance according to the social state (administrative ecological environment) changes and accordingly take the best public administration mode, a major epidemic spread during the normal state of society has leapt over the "critical point" into the emergency state, the administrative mode needs to be adjusted to "emergency administration" as shown in Figure 1: emergency administrative state map.

![Figure 1. Emergency administrative status chart.](image-url)
4. Content analysis of "emergency administration" in the event of a major epidemic

The rapid control of "new coronavirus pneumonia" requires not only medical technology and medical control, but also "emergency administration". Based on market "emergency" control, power "emergency" control as the core, personnel movement "emergency" control as the key, information control as the carrier, other control as a guarantee, to build a comprehensive "emergency administration" mode.

4.1. Market "emergency" regulation

The nature of market relations is transactional rather than command or compulsory, and both parties to the transaction are on an equal footing [8], but allowing markets to operate freely in times of major epidemics would have serious consequences. As can be seen from the National CPI data for January 2020 (above) published by the National Bureau of Statistics, the invisible hand of the market is ineffective in maintaining order in the event of a major epidemic and will further deepen social panic, which will then need to be regulated. The need for close government control of special goods during an epidemic is reinforced by the need to borrow, if necessary, from the "planned economy" of the early years of the country. To avoid "wearing a mask out to buy a mask and losing one if you don't get one!" The government at all levels has joined forces with regional mask manufacturers to centralize the production of masks, and launched an official WeChat mini-program for citizens to book online to buy masks, and the government provide unified distribution, arrange free home delivery and other services.

For masks, protective clothing, protective gloves, message water, goggles and other important epidemic prevention substances to centralized and unified arrangements for the production and deployment, and for rice, noodles, meat, vegetables, oil and other essential commodities, we must do a good job of market supervision, strict punishment for price inflation, hoarding, looting and other acts that disrupt the normal order of the market. In terms of distribution, it is also a priority to ensure that citizens in heavily infected areas have adequate supplies of epidemic prevention and household goods, and then to coordinate the distribution of supplies to other areas. The government will provide incentives in the form of preferential financial subsidies for pharmacies, producers of important epidemic-prevention materials, and companies and stores that provide goods essential to the survival of citizens. Attempt to establish "a disaster relief supplies reserve system with the central disaster relief supplies reserve as the mainstay, supplemented by an enterprise disaster relief supplies reserve system and supplemented by socialized disaster relief supplies"[9] in order to fully protect people's rights and interests and maintain market order.

4.2. "Emergency" control of power

"Unlike emergency management, "emergency administration" is confronted with a systemic and all-encompassing set of crises and challenges that require a response from the entire political and administrative system. The challenges faced by governments during a major epidemic are unprecedented, and a high degree of centralization of authority and resources is required to respond quickly to the spread of the epidemic. In the face of the epidemic, important personnel allocation, resource allocation, control and other powers need to be controlled from the local level to the central level, so as to avoid "inconsistency between government and government", "constant changes", "one size fits all", "local bureaucracy"... "Emergency administration" can give full play to the advantages of "China's governance" to coordinate epidemic prevention and control. China's national system and national governance system have many significant advantages, one of which is to adhere to the party's centralized and unified leadership, adhere to the party's scientific theory, maintain political stability, and ensure that the country always moves forward along the socialist direction. Every citizen, every sector and every level of government must understand their place and position in the national chessboard and maintain a high level of pace in line with national epidemic prevention.

In the extraordinary times of a major epidemic, both vital epidemic prevention supplies and power are highly centralized and distributed uniformly and quickly. From the provincial government down to the village, township and community in the face of the sudden onset of the epidemic how to quickly
make an effective response to decision-making is a great test, the power to a certain extent is conducive to rapid response to the epidemic at the grass-roots level, but some grass-roots unit decision-making leadership due to a variety of reasons may not be able to make a reasonable decision.

4.3. "Rush hour" control of personnel turnover
The main route of transmission of the new coronavirus pneumonia is through respiratory droplets and contact transmission, restricting the movement of people, isolating people from human contact, cutting off the transmission route is the fastest and most effective way to prevent the epidemic. The sealing of cities, communities and villages also became an extraordinary act of the times.

4.3.1. Closure of the city. In the hardest-hit areas of the epidemic, it is necessary to "prevent internal spread and external export", to control the internal spread of the infected population and strictly prevent external export. As the epidemic spreads, more and more cases of Wuhan imported pneumonia appear in other provinces and cities and even abroad, the central government made a decision on January 23, 2020 to suspend the operation of city buses, subways, ferries and long-distance passenger transport in Wuhan. This major decision of the closure of the city was the first of its kind since the founding of the country and required great courage and boldness on the part of the government. "According to statistics from the National Health Commission, 20 days after the city was sealed, new confirmed and suspected cases in areas other than Hubei were on the decline for the eighth consecutive day, which is enough to see the effect of the closure of the city.

4.3.2. Closure of the community. As an important place for urban residents to live, work and move around, the community is a densely populated place, and community prevention and control plays a crucial role in controlling the epidemic. The community adopts closed management, and the vehicles and personnel from outside the community are suspended from entering the community. We can learn from the management model of Wuhan Huada Jiayuan Community in the worst-hit areas. The 1,766 residents in this community have neither infected nor suspected cases (as of February 9, 2020), which is called "the most outstanding community in Wuhan". The analysis of the community's successful management model is summarized in five points: first, quick response and early action. While other communities are still half-hearted about the epidemic, it has taken it seriously, with full-scale decontamination efforts in the public domain. Second, contact hospitals to centralize the distribution of masks, disinfectants and other epidemic prevention materials. Third, the residents' household goods are purchased and supplied in a unified manner and placed in front of their homes, and all living expenses are paid on their behalf, thus reducing the need for them to leave their homes. Fourth, strict control of the entrance and exit of the community, only one entrance and exit, strictly prohibit the entry of foreigners and vehicles. Fifth, the health of residents in the community is closely monitored and their temperature is monitored daily. From the management model of the district can be seen to achieve "early isolation, strict control, unity of purpose!" It is the key to success in fighting the epidemic.

4.3.3. Closure of the village. As the lowest administrative unit in the country, the nerve endings of the country's governance system and the most widely distributed, the village is the last bastion of this battle against the epidemic. Due to the familiar social characteristics of the village, the village folk are hospitable and like to visit each other, which makes it more difficult to prevent and control the epidemic. The outbreak of the new coronavirus pneumonia is during China's Spring Festival, many migrant workers and students studying abroad return to the villages. Local township governments should timely "close villages" according to the epidemic situation and personnel flow in their respective areas, appropriately restrict the residence of foreign personnel, and especially closely monitor the health and movement of returning personnel in the seriously affected areas. Villagers can be advised to go out less, wear masks and wash their hands frequently by means of "loudspeakers", "banners" and "door-to-door publicity
4.4. Information "emergency" control.
According to the China Internet Network Information Center (CNNIC) announced that by 2018 "the size of China's Internet users reached 802 million, with a penetration rate of 57.7%; the size of mobile phone Internet users reached 788 million, and the proportion of Internet users using mobile phones to access the Internet reached 98.3%." Now that China has entered the information age, Internet users are highly involved in network emergencies, and "onlookers" and discussions are the main ways for them to participate in events. However, due to their lack of identity, relevant knowledge and critical thinking ability, when the network spreads, it is very easy to breed rumors and other undesirable information, which distorts the real situation of the event, makes bystanders unable to clearly and timely understand the relevant information of the event, and will also cause extremely bad effects on society, [10] the role of information control for anti-epidemic should not be neglected.

4.4.1. Control of morbidity information. During the SARS crisis, some local governments, concerned only with their own fame and fortune, took sides, either by concealing the epidemic, or by "playing it safe"; the lack of smooth information flow and coordination of actions among the relevant government departments has caused great drawbacks. [11] Learning from the lessons of the SARS epidemic in the past, the Government will provide a unified official report on the pathogenesis, incidence and clinical manifestations of the new coronavirus pneumonia and other issues of concern to the public; it will also provide regular daily reports on the epidemic through the various Internet media, and will inform the provinces, cities, counties, towns, villages and communities of the epidemic, including the number of confirmed cases, the age of the confirmed personnel, their places of residence and areas of activity, and the people they come into contact with, among other issues of concern to the public.

4.4.2. Epidemiological awareness control. On the one hand, knowledge of epidemic prevention should be disseminated through official channels, so that the whole population can develop good epidemic prevention habits as an opportunity to create a good epidemic prevention culture, such as "mask culture", "home epidemic prevention culture" and so on. On the other hand, erroneous propaganda against epidemics initiated by citizens on their own initiative should be regulated in a timely manner. During the new coronavirus pneumonia outbreak, the mask as soon as the whole population to prevent epidemic survival of the necessities, it can be said that a mask is hard to find, so how to make their own masks at home, the video widely circulated in the public, but also by the mainstream media as "the whole population of the mask homemade era. Homemade masks are the majority of the city to buy a mask but go out and must wear a mask must not be a practice, this practice looks like for the current shortage of masks and a good way to deal with, it is a lot of hidden dangers, imagine when the public wear homemade not through the professional testing and certification of the "mask" to go out, thinking that they have done protective measures assured exposure to the virus, the consequences are unthinkable.

4.4.3. Control of the protection of citizens' personal information. During the anti-epidemic period, in order to grasp the flow of citizens as quickly as possible, an ordinary citizen has to face information collection from multiple departments. The work unit collects all kinds of information every day. There are staff members in the community who live to investigate. If it is a woman, the women's Federation does not collect information. If it is a party member, the party organization will conduct a comprehensive investigation on you... It can be said that a citizen has how many identity roles will face how many times epidemic prevention information screening, including the collection of epidemic prevention information related to the personal ID number, long-term residential address, where have been recently, what is the state of health, recent contact with who and so on very privacy issues. The personal information collected during the epidemic prevention period should be explicitly protected from other purposes by relevant policies and provisions. If it is used for other purposes, verification will be strictly enforced.

4.4.4. Control of Public Opinion. As for the control of public opinion, we should learn from the experience and lessons of SARS 17 years ago. From the perspective of the crisis prevention and
treatment process of SARS, there is a lack of effective legal control over irresponsible remarks made by the mass media and irresponsible behaviors of the people. [11] Public opinion on the control of the epidemic has both positive and negative aspects. Formal, orderly and strengthened public opinion can effectively influence and guide public sentiment, enhance the credibility of the government, and believe that the government can lead the public to overcome the epidemic, and fully cooperate with and support the government's epidemic prevention policies and measures. On the other hand, negative public opinion can have devastating consequences for the prevention and control of the epidemic. Since the epidemic originated in Wuhan, the heartland of China, and radiated to other regions and countries, many public opinions are condemning the people of Wuhan, because they are the ones who brought this virus to other places and other countries, and are the ones who are responsible for this epidemic, and are unjustifiably condemning and reviling them. This will not only be detrimental to the control of the epidemic, but will further stimulate the already fragile psychological defenses of the people in the affected areas, in the event that the psychological defenses of the people in the affected areas collapse and break out of the control area will cause fatal consequences for the country and society.

Never before a major disaster is worse than a disaster is a variety of rumors, false rumors of the impact on society, the turmoil is often difficult to estimate. The famous "Thomas' Theorem" tells us that "if people take situations to be true, then the result will be true". [12] Officials must promptly dispel false and negative rumors and opinions. In an important article by Xi Jinping, General Secretary of the Politburo Standing Committee of the Central Political Bureau meeting to study the response to the new coronavirus pneumonia, it was pointed out that to fight the epidemic, we should grasp the lead and grow positive energy online. [13] through e-government and citizen interaction, such as the establishment of the "leadership message board" deliberately added "epidemic prevention advice" column to encourage the general public for the epidemic have any suggestions, ideas or emotional venting and pouring can be responded to through this column, the netizen's message as the epidemic prevention and control of the battle guard sentinel, the public's ideas and suggestions to get the local leadership to respond to the affirmative, and some of the valuable suggestions for the implementation of the latest policy measures for some of the anxiety generated by the epidemic to give timely pacification for the fight against the epidemic to create a good public opinion environment.

4.5. Other "emergency" controls.
In addition to the four main areas of market, movement of people, information and public opinion, other controls are needed to ensure that the epidemic is not overwhelming. In troubled times, heavy penalties are used, and certain groups or individuals are resolutely cracked down on to maintain social stability by taking advantage of the spread of the epidemic to profit from the situation. Building a sound social system can play a vital role in controlling emergencies, but when emergencies do occur, there are all sorts of things that can happen, and people can take advantage of the epidemic to defraud people of their assets, and once they are found, they must be dealt with quickly and severely. The worsening of the epidemic is mainly transmitted from person to person, and accurate information checking is very important. Some people, for various reasons, will conceal their itinerary, contact history, illnesses, etc., and will be blacklisted in the "blacklist of people who have lost their trust" if it is minor, or sentenced to prison.

During the spread of a major epidemic, it is necessary to lay the foundation for the normal life and work of citizens through "emergency control of the market"; "emergency control of power" as the core guarantee for the unified action of the whole country; "emergency control of the movement of people" as the key to cut off the spread of the virus; "emergency control of information" to grasp the leading role and create positive public opinion as the carrier of the anti-epidemic propagation; together with other corresponding controls as a guarantee, the five aspects of emergency control interact and promote each other to ensure the effectiveness of the anti-epidemic, as shown in Figure 2: Model of emergency administrative mechanism.
5. Obstacles to an "emergency administration"

The mandatory nature of emergency administration makes those who are subject to control constraints or bear huge costs due to regulation very angry [14]. Emergency administration will violate the interests of some people or groups, and will naturally suffer resistance.

5.1. Barriers of perception

China from the Third Plenary Session of the 16th Central Committee in 2003 proposed to "improve the government's public service functions", "service administration" awareness slowly rooted in the hearts of the people, to 2004 as a government function of public service to comprehensively upgrade the "service-oriented government", Hu Jintao pointed out: "The best way to manage is to manage in the service, to embody the service in the management, and to improve the effectiveness of social management by strengthening social services." The 17th, 18th and 19th major cities of the Party further proposed to build a service-oriented government that satisfies the people. The Third Plenary Session of the 18th Central Committee put the concept of service-oriented government into concrete terms in the model of governance. Service has become a basic concept and value to be pursued, and the government is positioned in the role of a service provider, with its existence, operation and development serving the society and the public. This marks a shift in the public administration model towards a "service administration". [15] General Secretary Xi Jinping stated: "The difference between governance and management in one word is a reflection of systemic governance, rule of law, governance at the source, and integrated approach." "Governance" services are often implemented in an integrated, consultative, communicative and interactive manner. It can be seen that the service administration is a new guiding concept, emphasizing the service is "governance", after more than ten years of development, the service concept has been continuously deepened, internalized and embodied, which has been deeply rooted in the hearts of the masses and even refined into daily behaviors. "If the service provided by the government is not satisfactory, I want to complain" has become the daily life of citizens. During the control of the epidemic many extraordinary measures such as the infected or suspected infected control of personal freedom, the epidemic is serious areas of traffic control, the closure of restaurants or hotels, some public gathering places, suspension of schools ... which will bring great inconvenience to people's lives, some citizens do not understand, that the government did not rely on "consultation, communication, interaction and other ways" before making decisions, is an encroachment of its rights, do not cooperate with the "emergency administration" behavior.

5.2. Egoism

The collective egoism of the government's long-term compartmentalization and fragmentation, the influence of fragmented thinking, many cities in the epidemic period of traffic control of this piece, the
vehicle into the city to be on board the personnel temperature monitoring, but not out of the city, if the personnel out of the city with the new coronavirus pneumonia that for the control of the epidemic more unfavorable. Some communities have the same control over their residents as "minding their own three acres of land", such as the need for access permits, for non-community "outsiders" can only go out but not in, just imagine, if the "outsiders" really have an emergency to go out of the community for a moment, only out but not in will only increase the risk of movement of people. The most effective way to fight the epidemic is the medical breakthroughs, the development of vaccines and the development of special drugs, but personal egoism led to the tapping personnel only care about small groups or personal interests hidden data, busy paper, more famous tapping team openly compete for the epidemic paper data ownership, the national crisis, whether collective or personal egoism must give way to patriotism, the prevention and control of major epidemics must have a sense of the overall situation, cannot let narrow-minded individualism affect the control of the epidemic.

5.3. Formalism
Formalist anti-epidemic performance in the "form of anti-epidemic", which can be said to be a derivative of the "form of poverty", at all levels are focused on the form to stay files, layers of pressure, the pressure eventually sank to the grass-roots cadres, in this war against the epidemic, the grass-roots cadres and personnel in addition to the usual routine work to do row registration, temperature testing, propaganda knowledge of epidemic prevention, dispel rumors, listen to the views of the masses, uploading, intercepting personnel, distribution of materials, such as work in several jobs. Grassroots cadres on the one hand, workload overload, on the one hand, but also to cope with the above all kinds of supervision of the launch, will only distract its energy, cannot wholeheartedly on the grass-roots anti-epidemic. On the other hand, during the spread of the epidemic, the central government resolutely fight the epidemic ineffective officials to interview, accountability and other measures, part of the anti-epidemic personnel in order to "self-preservation" focus on the anti-epidemic "to leave traces", rather than focusing on the real anti-epidemic. The control of administration can only be effective if both true "control" and true "enforcement" are met, and failure to do both is a mere formality in the fight against the epidemic.

6. Conclusion
The superiority of socialism determines the effectiveness of "emergency control", and the Party committees and governments at all levels must resolutely obey the unified command, coordination and dispatch of the Party Central Committee, while the fight against the epidemic requires the entire society to overcome the difficulties together. But "emergency administration" is, after all, under extreme conditions of a public administration mode, this mode is obviously different from the social norm under the design of the public administration mode, many public and even government departments in adapting to the existence of certain conceptual barriers, coupled with "self-interest" and thus derived from a variety of "formalism" to "selectively cope with" [16] various anti-epidemic work. Long-term large-scale "emergency administration" mode will make public administration become "blind theory" can also produce administrative costs are too large, management inhibit economic performance, and even produce "ratchet effect". [14] "Emergency administration" is only appropriate during exceptional periods of major epidemic spread. The epidemic is redefining urban competitiveness as much as it is redefining national power. The social and public crisis caused by the SARS epidemic will shift the focus of the government from economic construction to overall social management and social public services. [17] So what kind of changes will the epidemic bring to public administration?

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