

"Co-governance of Networks": What Makes Sporting Event Safety Regulation Policies Take Root?

Jiangxin Xuan

*Department of Physical Education and Health, East China Jiaotong University, Nanchang, China
xuanjiangxin0125@163.com*

Abstract: *The study aims to explore how policy network subjects can contribute to the effective implementation of safety regulation policies for sporting events in China. Using a case study approach, the study takes the public safety liability incident of the Yellow River Shilin 100km cross-country race that occurred in May 2021 in Baiyin, Gansu Province, China, as an example, and divides the various types of subjects involved in the event safety regulation process in the incident, and constructs a network interaction structure diagram, so as to analyse the network operation mechanism of multiple subjects' participation in the safety regulation of sporting events. The study finds that the following problems emerge in the policy network subjects and their interactions in the process of sports event safety regulation in China: (1) the policy implementation of the inter-governmental network and the producer network subjects deviates from the policy objectives; (2) the power and responsibilities within the inter-governmental network are blurred, and there is a "vacuum" in the safety regulation; (3) the participation of professional network subjects is not adequate, and the willingness of issue network subjects to participate is diminished. In order to promote the safety regulation of sports events in China, it is necessary to strengthen the awareness of regulatory responsibility, establish a local government's power and responsibility list system, enhance the willingness of network subjects to participate and build a tripartite.*

Keywords: *Sports Event Safety, Regulation, Sports Policy, Policy Network, Policy Implementation*

1. Introduction

As a key step in the safety and security system of sporting events, safety regulation is an important step in preventing safety risks in the field of sporting events and an important guarantee for the healthy development of sporting events. However, as the safety regulation of sports events involves the participation of government, market and society, the operation of sports events in China is still faced with multi-subject management and unclear authority and responsibility of government departments, insufficient integration of market resources, and the participation of society. However, as the regulation of sports event safety involves the participation of various governmental, market and social actors, the operation of sports events in China is still faced with multi-subject management and unclear authority and responsibility of governmental departments, insufficient integration of market-based resources, and hindered participation of social actors^[1]. In other words, the development of the sports industry cannot be achieved without the flourishing of sports events, and the healthy development of sports events cannot be achieved without the implementation of sports event safety supervision policies. Therefore, how to promote multiple subjects to put sport event safety regulation policies into practice is an urgent problem to be solved, and in the face of the increasingly diverse policy subjects and complex interest relations as well as the needs of real problems, it is necessary to introduce policy network theory, which attaches importance to the influence of formal and informal subjects and the network relations between them on the policy process, and emphasises the solution to the problem through the governance approach in the context of network. Public problems are solved through governance in the context of networks^[2].

"The idea of 'policy networks' can be traced back to the idea of 'subsystems' and 'sub-government' established in the United States in the mid-20th century^[3] and, in the following two or three decades, to European countries such as the United Kingdom, the Netherlands and Germany. In the following two or three decades, scholars from the UK, the Netherlands, Germany and other European countries, as well as scholars from the US, have widely applied policy network theory to public policy research, but due to differences in national political systems, three paradigms have emerged in the study of policy

networks^[4]. Scholars in Germany and the Netherlands have elevated the study of policy networks to the macro level in order to examine the relationship between the state and civil society, seeing policy networks as a new model of governance^[5]. Borzel, on the other hand, divides the study of policy networks into two major schools of thought from the perspective of network concepts and policy tools: the mediation school, represented by British and American scholars and the governance school, represented by German and Dutch scholars: the mediation school considers policy networks as a model of the relationship between the state and society, and focuses on the impact of policy networks on policy outcomes; the governance school considers policy networks as a model of the relationship between the state and society, and focuses on the impact of policy networks on policy outcomes. The governance school considers policy networks as a special form of governance and focuses on how to construct a network structure that facilitates policy outcomes^[6]. Since the 1990s, the latter has become the dominant trend in policy network research, and the combination of policy networks and governance theory has enabled policy networks to be structured at the level of public governance in society, providing new theoretical resources for governments to govern an increasingly diverse, fluid and intersectional modern society^[7]. In terms of research on sports policy, scholar Qi Chao analysed the actors, network structure and network interaction in the process of changing sports public service policy in Shanghai from the perspective of policy network theory^[8]; Wang Tao and Wang Jian used this theory to study the changes and challenges of policy governance in China's sports competition and performance industry^[9]; Mao Zhonghan combined this theory with the study of China's elderly sports policy, Mao Zhonghan combines this theory with the study of senior sports policy in China, demonstrating the feasibility of inter-embedding the two and providing empirical insights into the development of an 'orderly' senior sports policy network from a theoretical perspective^[10]. It is evident that policy network theory has implications for both sport policy process analysis and sport governance. Based on this, the study proposes to introduce the policy network theory and take the public safety incident of the Yellow River Shilin 100km cross-country race in Baiyin, Gansu Province, China in May 2021 (hereinafter referred to as the Baiyin cross-country race safety incident) as an example, to classify the various subjects involved in the event safety supervision process and construct a network interaction structure diagram, so as to analyse the network mechanism of multiple subjects' participation in the safety supervision of sporting events. In this way, we analyze the network operation mechanism of the participation of multiple subjects in the safety supervision of sports events, with a view to providing policy suggestions for optimizing the participation path of multiple subjects.

2. Methodology

Case study analysis is a social science research tool to study and analyse typical social events or examples of practical activities, the purpose of which is to explore the general internal causes of typical social phenomena by selecting individual cases. As a typical resource-depleted city in western China, Baiyin City, Gansu Province, has in recent years accelerated the transformation and upgrading of its industrial structure, and has launched a strategy for the integrated development of a "strong tourism city" and implemented a new development model of "sports + tourism". In 2018, Baiyin City introduced the new sport of cross-country racing, and the first Yellow River Stone Forest 100 km cross-country race and mountain marathon not only attracted more than 14,000 runners from home and abroad, but also greatly boosted the development of local tourism resources and the local economy, achieving a number of "firsts" in the history of sports in Baiyin City. ". In addition, the Baiyin Cross Country Race - as a local sporting event with special characteristics in Baiyin City - has also been certified as a Class A event by the China Athletics Association and has won a number of honours such as "Bronze Medal Event" and "Special Event for Natural Ecology "It has been successfully held for three times so far. The 4th Baiyin Cross Country Race started normally on 22 May 2021 in Jingtai County, Baiyin City. However, during the race there were sudden outbreaks of high impact weather such as cooling, precipitation and high winds, which eventually caused a major public safety liability incident in which 21 runners died and 8 were injured due to the deficiencies in the event organisation and management, safety supervision, operation execution and rescue preparation. After the accident, the Chinese President Xi Jinping gave an important instruction and the State General Administration of Sports convened an emergency meeting on strengthening event safety management in the national sports system; the public at large debated the responsibility of the accident, the nature of the event and the extreme sports on various online platforms, creating a wave of online public opinion. It is clear that the event was very influential. During this period, Gansu Provincial Party Committee and Provincial Government also invited experts from China National Sports Administration, China Athletics Association, China Meteorological Bureau and other relevant departments to set up a joint investigation team to carry out a series of investigations into the preparation of the Baiyin Cross Country Race, the

occurrence of the accident and the rescue situation at the scene, and on 25 June 2021, the official website of Gansu Provincial People's Government released the "Baiyin Jingtai The "5-22" Yellow River Stone Forest 100 km off-road race public safety responsibility incident investigation report" (hereinafter referred to as the "investigation report"). According to the investigation report, the Baiyin cross-country race was not declared to the China Athletics Association for certification, and the organizer represented by the Baiyin Municipal Government, the organizer represented by the Baiyin Sports Bureau, the co-organizer represented by the Baiyin Municipal Party Committee Office and the execution and operation unit represented by Gansu Shengjing Sports and Culture Development Co. The tragedy was caused by a series of problems such as lack of responsibility, negligence and ineffective supervision, including the direct causes of weather and work and the indirect causes of irregularities in the organization and management of the event, lack of implementation of safety supervision measures, inadequate preparation of rescue forces and inadequate safety protection. The incident ended with "27 public officials being held accountable". In view of this, the study intends to take the typical case of "Baiyin cross-country race safety accident" as the object of research, and conduct relevant research on it.

3. Results

3.1 Actors in the implementation of policies to regulate the safety of sporting events in China

Actors are the most fundamental object of analysis in policy networks, consisting of a plurality of subjects of different nature in the public and private sectors^[11]. The British scholar Roots, as the mastermind of policy network theory, classified policy networks into five types, namely policy communities, inter-governmental networks, professional networks, producer networks and issue networks, based on the degree of integration, entry qualifications, resources and power of the subjects^[12]. And looking at the whole Baiyin cross-country race safety accident, it is not difficult to find that, as a typical large-scale mass sporting event, the implementation of the event safety supervision includes, in addition to the four types of participating subjects shown in the Investigation Report, the central authorities represented by the State Council and the State General Administration of Sports of China, the associations related to the sporting event represented by the China Athletics Association and the event experts, news media, participants and The third-party subjects are represented by experts, media, participants and the public. Therefore, the multiple subjects involved in the implementation of the safety supervision of the Baiyin cross-country race can be categorised twice according to Roots' classification criteria (see Table 1).

Table 1: Division of the implementation body of the safety supervision of the Silver Cross Country Race

Network type	Principal member	Network characteristics	The way of participation
Policy community	The State Council, the State General Administration of Sports, etc.	Stable, vertical interdependence, strict team membership requirements, limited horizontal integration, expression of professional interests	Sports industry guidelines, development goal planning and overall deployment, sports event policy top-level design
Professional network	Sports event related experts, related associations, universities, think tanks	Stable, vertical interdependence, strict team membership requirements, limited horizontal integration, expression of professional interests	Competition regulatory policy initiatives, advice and suggestions, supervision of events and activity program guidance
Intergovernmental network	Provincial, municipal and county levels of local government	Limited members, limited vertical dependence, extensive horizontal integration, mainly express local government interests	Local competition policy formulation, policy implementation, implementation plan formulation and supervision
Producer network	Event execution, operators and staff	Dynamic and limited vertical dependence expresses the interests of producers	Local competition policy formulation, policy implementation, implementation plan formulation and supervision
Issue network	Event volunteers, spectators, contestants, news media	Unstable relationship, numerous members, limited vertical interdependence	Policy implementation, implementation of specific event activities, public supervision

A policy community is a network of teams or individuals who have the authority to participate in

the decision-making and implementation process of a particular policy, and whose members are the most authoritative and possess the most resources in the entire policy network. The main bodies of the policy community are the central authorities, represented by the State Council and the General Administration of Sports of China, which are responsible for formulating guidelines, development goals and overall plans for the sports industry, as well as the top-level design of sports policies and the formulation of administrative regulations, such as the Regulations on the Safe Management of Large-scale Mass Events promulgated by the State Council and the Measures for the Administration of Sports Events promulgated by the General Administration of Sports of China, both of which are formulated by local governments. The main basis for specific policies on the regulation of sporting events. Professional networks, which refer to networks with professional teams or persons as the core. The professional network mainly refers to sports event-related experts, sports event-related associations represented by the China Athletics Association and higher education institutions, which have the significant functions of supervising and managing large mass sports events, assessing risks, formulating event security and emergency response plans and providing professional guidance and advice for the formulation of event regulation policies, and are important actors in avoiding event safety risks. For a large sporting event like the Baiyin Cross Country Race, with over 10,000 participants, the relevant responsible persons and experts are not only required to guide, supervise and evaluate the event process, management, security and emergency plans before the race, but also to follow up on the implementation of regulatory measures during the race and check after the race. The inter-governmental network, a network made up of representative organizations of local governments, is always aligned with the interests of the policy community. They are responsible for the response, delivery and implementation of event policies, the organization of events, and the review, guidance and supervision of the implementation of event programmes. The inter-governmental network plays an important role in the implementation of the event, as the local authorities involved follow the hierarchy of government in China, i.e. the local government (inter-governmental network) follows the instructions of the central government (policy community) and exerts varying degrees of administrative influence on the rest of the network, including the professional network, the producer network and the issue network, in order to further implement the policy. It is the main actor that enables the regulatory policy of the event to move from the abstract to the concrete. The lack of responsibility, supervision and implementation of the inter-governmental networks involved in the accident is one of the major causes of this major safety incident. Producers' networks are networks in which the role of producers is relatively unstable and mobile, and which are identified mainly by means of tenders for events or agreed transfers. The members of the producer network are the direct recipients and end-users of the policies, and are subject to the compulsory influence of the auxiliary policies issued by the local government. In the case of the safety accident of the Baiyin cross-country race, they are represented by the event execution and operation units and event workers, such as the management committee of the Yellow River Stone Forest Grand Scenic Area, Jingtai Yellow River Stone Forest Cultural Tourism Development Co. The manipulators. In order to achieve their own development, members of the producer network will seek help from the professional network to obtain appropriate strategic advice, and the implementation plan they develop has a direct impact on the issue network, directly affecting the safety of life and property of some members of the issue network, and is a key player in the implementation of the event regulation policy from the line to the surface. Issue network, refers to the discussion of the issue, or by this feature of the issue of the groups or individuals constituted by the network, the number of members in the network and loose, including the event volunteers, spectators and participants mainly the public and the news media and other subjects, mainly through the event activities safety participation, supervision and advice, publicity and implementation of regulatory content and other ways to participate in the Silver Cross Country Race event safety supervision, but The right to speak is limited.

3.2 The network interaction structure of policy implementation for sport event safety regulation in China

Benson argues that a policy network is a cluster of organizations or organizations formed by the interdependence of resources^[13], and the key lies in the interaction between the network subjects. Therefore, through the above-mentioned roles played by each network subject in the event safety regulation and the role they play to build a policy network model, it is particularly important to clarify the interaction between the subjects of safety regulation of the Silver Cross Country Race. In the whole implementation process of the safety regulation of the Silver Cross Country Race, although the network subjects of the policy network constitute different interests and have different characteristics from each other, the interaction between the subjects always maintains a close relationship (see Figure 1).

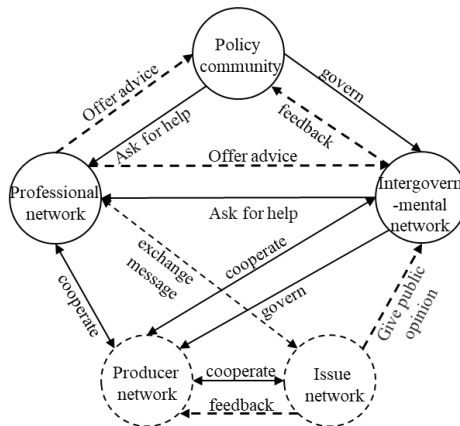


Figure 1: Interaction network between the main bodies regulating the safety of the Baiyin cross-country race

(1) The relationship between the policy community and the inter-governmental network. Unlike the pluralistic decision-making structure of Western countries, China has adopted the policy decision-making system of "unified policy and hierarchical decision-making", with the State Council as the leader and the State Sports Bureau as the representative of the central government responsible for the top-level design of sports industry policies, unified sports industry development goals and overall command, and then the provincial, municipal and county governments make decisions at each level. In other words, local governments are subordinate to the central government. The provincial government makes more detailed policies at the provincial level based on the guidelines and overall deployment given by the central government and the actual local situation; the municipal government passively accepts instructions from the higher government, responds to the policies and formulates more specific plans for sports events that suit the actual local economic development, humanities, history and geographical environment; the county government further implements the policies and formulates more targeted and operational programmes for the regulation and implementation of sporting events. In order to maintain a high degree of consistency between the interests of the central government and local governments, local governments can only passively implement policies or receive guidance from the central government to make further decisions, and feedback the final implementation results to their superiors. However, in the process of implementing safety supervision policies, the Baiyin municipal and county governments have deviated in their value orientation and pursuit of interests, blindly pursuing economic benefits and building event brands while neglecting the important idea of putting people first, resulting in this has led to a situation of "formal" supervision and "verbal" management.

(2) The relationship between the inter-governmental network, the producer network and the issue network. Members of the inter-governmental network play many roles in the network. Firstly, they act as an 'intermediary' between the policy community, the producer network and the issue network in terms of policy transmission and dissemination. As mentioned above, local governments at the provincial, municipal and county levels formulate realistic policies, programmes or plans based on the instructions given by their superiors, i.e. there is also a 'leadership-subordination' relationship between the superiors and subordinates of the members of the inter-governmental network; the subjects of the producer and issue networks are the ultimate recipients of the policies. As the ultimate recipients of policy, they are bound to follow local policy requirements in order to achieve their own development and interests, and most members of producer networks often lack a voice in the policy process and have less influence on policy outcomes. However, the power of issue network members can easily produce unexpected 'variables' on policy outcomes: when the public, social organisations and the press are involved in the policy process, issue networks are formed; the open network barriers of issue networks result in a large number of constituent members, loosely connected and unstable relationships. When a social issue erupts, members of the issue network gather together through public platforms such as the online media to form public opinion pressure and make demands on the government in order to realise their own policy needs, thus influencing the direction of policy outcomes. Secondly, it forms a "partnership" with producer networks. Since the 2008 Beijing Olympic Games, China's large-scale sporting event organisation and management model has changed from government-led to market-led, with the government assuming management and supervision responsibilities and market enterprises becoming the main organisers, taking on a range of financial, legal and competition risks^[14]. However, some local governments have taken a "blind eye" and "no matter what, it's just a formality" approach to

regulation after the abolition of event approval, which has led to information asymmetry and safety risks in the process of hosting events. At the same time, the lack of effective supervision also makes it easy for the market to be disrupted by illegal practices such as collusive tendering and "backroom deals", which can lead to government policy objectives deviating from the interests of society and ultimately causing a double "failure" of the government and the market. The situation. The occurrence of the safety accident of the Baiyin cross-country race is a realistic reflection of the double dilemma of "government failure" and "market failure" faced by the safety supervision of sports events in China under the market-driven event organization and management mode.

(3) The relationship between producer networks and issue networks. Compared with other networks, producer networks and issue networks have more members and are more loosely structured, but they are the direct targets of policies, the main driving force to achieve policy goals, and an important force to promote social development and progress. Producer networks and issue networks form a 'cooperative' relationship, interacting and influencing each other. In the process of organising large sporting events, the implementation of the event programme requires the participation of a large and irregular number of people, who are highly mobile, most of whom are members of the issue network, such as event volunteers, press and media, event spectators, etc. They are not only "partners" of the producer network, but also "consumption objects". "They are not only 'partners' of the producer network, but also 'consumers'; a smaller proportion consists of members of the producer network, such as event staff. As the end-organization for the implementation of the safety regulation policy, the choice of implementation strategy will directly affect the interests of the members of the issue network, and one of the core "conflicts" is the issue of safety of life and property. In the silver cross-country race safety accident, as the event operating unit of the Shengjing company exposed the lack of professionalism, standardization is not strong and other issues, in the event work arrangements appear "one person in several jobs", temporary hiring of professionals, and other situations, and the scenic area management committee designed the "implementation plan" is suspected of plagiarism, the safety of the scenic area track The problem of lagging construction of facilities has been left unresolved for many years, and the work style of "formality without implementation" has eventually led to the situation of "insufficient prevention and control beforehand and ineffective rescue afterwards".

(4) The relationship between professional networks and other networks. Members of professional networks act as "military advisors" in the process of network interaction, mainly by using their professional knowledge and skills to provide professional and scientific advice and guidance to policy communities, inter-governmental networks and producer networks in the formulation of policies, strategies, programmes and plans. In the case of the Silver Cross Country Safety Incident, experts from the fields of race operations, meteorology, sports medicine, plan management and law were involved in both the development and implementation of the event plan and in the subsequent investigation of the incident. In addition to this, the members of the professional network are in close contact with the members of the issue network, with one side seeking the truth about the accident and the root causes of social problems, and the other seeking answers to questions and the satisfaction of interests, creating an invisible "tacit agreement" between them, constantly exchanging information about the event, its problems and sports policies. The exchange of information on events, issues, sporting policies and "needs". Involvement of experts in the policy process, which affects the effectiveness of policy articulation and implementation by other network members and the quality of programme delivery and implementation on the ground. The "personal statements" or research reports of experts on the causes of accidents will influence the final direction of the public's "attention" to the incident, and even the trust between the local government and the social audience.

4. Discussion and Conclusion

The policy network governance school of research is based on the "recognition of the existence of polycentricity in the policy process", so the focus of the applied governance analysis approach is primarily on "the interaction of many discrete but interdependent organisations that coordinate their actions through the interdependence of resources and interests"^[4]. Policy practice has demonstrated that policy implementation is a process of interaction between actors involved in a particular public sphere^[14] and that errors in implementation are often the cause of policy failures as a whole. Therefore, by analysing the interaction between multiple actors, it is possible to further understand the dilemma of "landing" sport event safety regulation services.

Firstly, the implementation of the policy by the inter-governmental network and the producers' network of subjects has deviated from the policy objectives. In order to prevent the 'abnormal'

development of sports events, the General Administration of Sports of China and other relevant departments have issued a series of policy documents on strengthening and regulating the regulation and services of events, such as the Opinions on Further Strengthening the Supervision and Management of Marathon Events issued by the General Administration of Sports of China in November 2017, the Opinions on Further Strengthening the Supervision and Management of Marathon Events issued by the General Administration of Sports of China in March 2020, and the Opinions on the Regulation of Sports Events issued by the General Administration of Sports of China in March 2020. 16 promulgated the Measures for the Management of Sports Events, etc. However, after the central policy documents are passed on and broken down by lower levels of government, especially when they reach governments below the municipal level, the understanding of the objectives, basic requirements, etc. that the policies are intended to achieve is often prone to deviation due to the quality of the policy implementers themselves. In the case of the Baiyin off-road race safety accident, the "lazy and negligent" style of action of the Baiyin city and county governments (inter-governmental network) and the executive unit of the scenic area management committee (producer network), the late issuance of the race "implementation plan", the "implementation plan" was only reported but not issued, the "implementation plan" was copied and so on, and the central government's proposed "who hosts, who is responsible, who is responsible for, who is responsible for". The principle of "whoever organises is responsible, whoever approves is responsible and whoever is in charge is responsible" is very different. Secondly, the inter-governmental network and the producer network differ not only in terms of the target audience for policy implementation, but also in terms of the interests pursued by both sides. Local governments mainly supervise event operators and executors, pursuing the economic benefits of tourism, catering, real estate and other industries behind the events, while event operators and executors supervise event staff and volunteers, pursuing the profitability of their businesses. In the process of implementing safety policies for sporting events, both the local government and the event implementation and operation units must adhere to the basic bottom line of "safeguarding people's lives" and fulfil their supervisory responsibilities, but the inter-governmental network and the network of producers in the accident, due to the excessive pursuit of their own interests and their own lack of implementation capacity and quality, etc. However, in the case of the incident, the inter-governmental network and the producers' network, due to their excessive pursuit of their own interests, as well as their own incompetence and poor quality, ultimately led to a shift in the policy objective of 'achieving the healthy development of sporting events', which had been set by the central government. This shows that the members of the inter-governmental network and the producers' network, who are the main actors in the implementation and supervision of the event safety policy, should take effective policy actions and supervisory measures to achieve the policy objectives, otherwise they will run counter to the policy objectives and even lead to tragedies.

Secondly, the blurring of powers and responsibilities within the inter-governmental network has created a "vacuum" in safety regulation. The problem behind this phenomenon is the blurring of powers and responsibilities between the relevant government departments, especially at the municipal and county levels. According to the above analysis, the inter-governmental network members involved in the safety supervision of the Baiyin cross-country race include the Municipal Sports Bureau, Municipal Public Security Bureau, Municipal Health and Health Commission, Municipal Transport Bureau, Municipal Market Supervision Bureau, Municipal Emergency Bureau, Municipal Meteorological Bureau and other relevant government departments, and the reason for the safety accident of the Baiyin cross-country race, the above departments have an inescapable responsibility. According to the "investigation report", as the city sports bureau did not take the initiative to provide professional guidance and technical support for the event organization and safety management, as the city public security bureau before the race did not carry out the safety hazard risk survey, as the city health and health commission to the event medical point set up unreasonable problem oversight, as the city emergency bureau did not supervise the contractor to carry out risk prediction and after the accident did not organize rescue in a timely manner. This shows how many departments are involved in the implementation of the event safety supervision policy and how cumbersome the process of supervision and implementation is. As a result, the lack of clarity of authority and responsibility between functional departments can easily become a suitable excuse for some local officials to shirk their responsibilities, and some even tend to adopt the practice of "playing deaf and dumb" and "passing the buck" in order to avoid taking responsibility and "causing trouble" for themselves, "This has led to a "vacuum" in safety supervision, allowing event operators with insufficient capacity to save costs to take advantage of the situation. This has greatly increased the risk of the event being held.

Thirdly, there is a lack of participation by professional network subjects and a decline in the willingness to participate in issues. Intellectual resources are the most valuable resources of a country

and a nation. In February 2019, the General Administration of Sports of China issued the Opinions on Further Strengthening the Supervision and Services of Sports Events, which explicitly requires the establishment of a pool of experts in the supervision and services of sports events to strengthen policy implementation. It can be seen that professional network subjects are becoming more and more important in policy implementation. However, according to the Survey Report, the following problems existed before the Silver Cross Country Race: firstly, the risk assessment of the event was not in place; secondly, the Implementation Plan lacked relevance; thirdly, there was a lack of research on the safety development of emerging sports; and fourthly, the event staff lacked training and were not highly professional. . It can be seen that in policy practice, the involvement of event experts from relevant departments before and during the event is not high, and is one of the main reasons for the poor implementation of regulatory policies and the many loopholes in event safety. Due to its own loose structure, the subject of the issue network is mostly at a disadvantage in terms of the share of resources and power position compared to other network subjects. At the same time, because of the differences in the resources and power of the internal members, the attitude and importance of "whether to participate in the implementation of regulatory policies" varies greatly from one issue network subject to another. In addition, due to the lack of regulation of public participation, the lack of leadership from opinion leaders and the fact that the power of speech is in the hands of a few elites, most of the online subjects on this issue are "sitting on the sidelines" or "staying out of it.". The polarisation of the group has led to a gradual decline in the willingness of the majority of the "silent" or "demanding" to participate, as their policy demands are not met and their regulatory proposals are not accepted.

By constructing a model of the policy network involved in the implementation of the safety regulation policy of the Baiyin off-road race, it is found that there are different interactions between the five types of network subjects, including policy communities, inter-governmental networks, professional networks, producer networks and issue networks, in the process of implementing the policy. Throughout the safety accident of the silver cross-country race, local governments and related enterprises have failed to meet the requirements made by the central document. At the same time, problems such as the blurring of powers and responsibilities within the government, the ineffective role of experts, and the waning willingness of the public to participate have gradually become apparent in the process of policy implementation. Therefore, the key to the implementation of the policy and regulation is to deal with the network interaction between multiple subjects in the implementation of the policy, and not only focus on strengthening the regulatory awareness of the participating subjects, but also focus on building an effective government, and focus on strengthening the regulatory and guidance role of experts in the implementation of the policy, enhancing the willingness of the public to participate and building a tripartite regulatory mechanism outside the government to promote sports events. The study also focuses on strengthening the role of experts in monitoring and guiding the implementation of the policy, enhancing the willingness of the public to participate and building a tripartite monitoring mechanism outside the government to promote the implementation of the safety monitoring policy for sports events, safeguarding people's lives and property, and ultimately achieving the healthy development of China's sports industry. To this end, the study makes the following recommendations:

Firstly, we should take "safety first" as the goal, strengthen the awareness of regulatory responsibility and stimulate the spiritual and material motivation of the main bodies of the inter-governmental and producer networks. As important policy implementers, members of inter-governmental networks and producer networks have deviated from their policy objectives in the pursuit of development, neglecting the development concept of "safety first", with a weak sense of responsibility for the implementation of regulatory policies and a prevalence of "lazy and negligent" practices. This is the reason for the lack of responsibility for the implementation of regulatory policies and the prevalence of 'lazy' practices. Based on this, the implementation of sports event safety supervision policy should start from two aspects, on the one hand, to deepen the ideological consciousness, political consciousness and action consciousness of government staff for the purpose of improving the spiritual motivation of the main government body to implement the policy. The provincial, municipal and county governments should not only deeply reflect on and learn from the lessons of the safety accident of the Silver Cross Country Race, but also adhere to the concept of safety development and put the protection of people's lives in the first place; actively carry out ideological education, improve and implement a strict learning system; strengthen the self-quality of supervisory personnel and cultivate a sense of responsibility to serve the people. In addition, the event implementation and operation units need to establish the concept of "high standards of event organisation, high impact of event branding, high level of economic benefits", and the government should give honorable mentions and even offer long-term cooperation to enterprises that achieve the

corresponding targets and have excellent results. On the other hand, it is necessary to stimulate the material motivation of the responsible departments to participate in policy implementation and service implementation. Marx said, "Everything that people fight for is related to their interests."^[15] Therefore, moral encouragement for policy implementers is far from enough. It is also necessary to give material encouragement to policy implementers by reforming the performance evaluation mechanism and incentive mechanism of local governments to motivate implementers, and reforming the civil service pay system to balance the income level of grassroots civil servants, especially in the central and western regions of China.

Secondly, a competent government should be used as a guarantee to build a list system of powers and responsibilities of local governments and to optimize the allocation of powers and responsibilities within the inter-governmental network. Whether the government can function effectively and successfully fulfil its function of managing administrative affairs depends to a large extent on whether the allocation of powers and responsibilities is reasonable.^[16] At the present stage, the management of tournament organisations is based on the model of "market as the main body, government to regulate", and the municipal and county governments (hereinafter referred to as "the two levels") are in closer contact with enterprises and the public than the central and provincial governments. They are responsible for the implementation of the policy. In 2019, the Fourth Plenary Session of the 19th Central Committee of the People's Republic of China proposed to "implement a system of lists of governmental powers and responsibilities, and clarify the relationship between the government and the market, and between the government and society. The list of powers and responsibilities system is a way for local governments and their departments to exercise their administrative powers by publicising the catalogue of powers and responsibilities, the items of powers and responsibilities, the regulatory basis, the work flow and the responsibilities on the basis of a comprehensive inventory of their administrative powers. This is the way in which administrative powers are exercised. Therefore, in order to ensure the implementation of regulatory policies on the premise of a clear market-driven event management model, it is necessary to build a responsive government, and to play the regulatory function of the "two levels" of government in order to avoid "market failure", and to effectively implement this function, it is necessary to To effectively implement this function, it is necessary to further promote the establishment of a system of lists of powers and responsibilities of local governments at both levels to optimise the allocation of powers and responsibilities between their government departments. The construction of a "two-tier" governmental list of powers and responsibilities system, which includes, first, the formulation of a unified, standardised list of powers and responsibilities by provincial government leaders in accordance with the characteristics of the province, with the powers and responsibilities of the upper and lower levels of government and of the functional departments being refined, and the main bodies of responsibility for cross-cutting duties being further clarified; second, the formation of a dynamic "powers and responsibilities" management department, which will visualise the governmental workflow, and will make timely adjustments to, and standardise and improve, the list of powers and responsibilities; and, third, the construction of a mechanism of internal governmental accountability, and the strengthening of efficiency supervision to prevent the recurring problem of "laziness" and "idleness" in politics.

Thirdly, collaborative governance should be used as a means to give full play to the role of professional networks, enhance the willingness of the subject of the issue network to participate, and build a tripartite regulatory mechanism among professional networks, producer networks and issue networks. Regarding the issue of "how to implement the policy of regulating the safety of sports events", at this stage, not only is it necessary to optimise the allocation of governmental powers and responsibilities and strengthen governmental supervision in order to avoid "market failure", but it is also necessary to pay attention to and promote the participation of non-government social subjects in the policy process in order to prevent "governmental failure". "Government Failure". Firstly, it is necessary to give full play to the supervisory and guiding role of professional network members. From the practical point of view of policy implementation, it is necessary to accelerate and deepen the construction of a sports event regulation and service expert database from the institutional level, improve the participation mode of expert participation in politics and collaborative governance, and establish the status of experts; from the practical level, appointing experts to give advice on the event regulation policy and the event implementation, implementation of the programme and other ex-ante preparations, as well as research and investigation on the supervision situation during and after the event, as a means of examining whether the event regulation policy (or programme) is scientific and whether the implementation of the programme is effective. (or programmes) to assess whether they are scientific and whether their implementation is reasonable, so as to further improve the relevant event regulation policies (or programmes). Secondly, it is necessary to focus on enhancing the willingness of

the public, the news media and other issue network subjects to participate. First of all, the opening of independent and reasonable new interactive platform between the local government and the public, such as microblogging, microblogging and so on, in order to effectively express the government hopes that the public participation in the supervision of the willingness to fully draw on the public opinion of many parties. Secondly, improve the incentive mechanism for whistle-blowing, and stimulate the enthusiasm of the public and journalists to participate by means of rewarded reporting. Finally, encourage the public to actively set up social organisations and authorised by the government, so that it can become a two-way communication bridge between the local government, enterprises and the public, which can not only guide the public to participate in regulation in an orderly and effective manner, but also allow the government and enterprises to further understand the public's "policy" needs, and promptly check for deficiencies. Thirdly, as a key part of the safety and security system of sports events, regulation plays a certain positive role in checking and balancing power, so on the basis of the above two steps, it is also necessary to further build a tripartite regulatory mechanism of professional networks, producer networks and issue network subjects. The construction of experts, enterprises, the public and other social subjects such as the government's external regulatory mechanism, not only reflects the people's ownership of the master, at the same time, it is also the "two levels" of government in accordance with the "list of powers and responsibilities" to perform their functions and responsibilities. At the same time, it is also a strong guarantee of whether the two levels of government fulfil their functions and responsibilities in accordance with the "list of powers and responsibilities", and whether the policy of regulating the safety of sporting events is implemented in practice.

References

- [1] Yang G, Nan S J, Li S Y. *The Difficulties and Optimization Strategies on Mass Sports Events in China* [J]. *Sports Culture Guide*, 2019(8): 59-64.
- [2] Qi C. *Actors, Network Structure and Interaction: Policy Changes of Sports Public Services in Shanghai* [J]. *Journal of Tianjin University of Sport*, 2016, 31(5): 442-447.
- [3] Du X Y. *The latest progress of foreign policy network theory research (2010-2015)* [J]. *Jiangnan Forum*, 2015(9): 76-81.
- [4] Ren Y. *On the Two Kinds of Analysis Approaches of Policy Network and the Influence* [J]. *Chinese Public Administration*, 2005(3): 55-59.
- [5] Yang D F. *Policy Tool Selection Research: Based on Rationality and Policy Network Perspective* [M]. Beijing: China Social Sciences Press, 2016:131-132.
- [6] Shi K, Hu W. *Policy Network Theory: A New Paradigm of Policy Process* [J]. *Foreign Social Sciences*, 2006(3): 28-35.
- [7] Cai J J, Li D G. *Government Governance in Policy Network* [J] *Theoretical Exploration*, 2005(4): 122-125.
- [8] Wang T., He Q.Z, Wang J, et al. (2020). *Research on the Governance of China's Sports Competition Performance Industry from the Perspective of Policy Network* [J]. *Sports Culture Guide*, 2020(4): 73-78.
- [9] Mao Z H. *Research on Sports Policy for the Elderly in China from the Perspective of Policy Network* [D]. Yunnan Kunming: Normal University, 2021.
- [10] Mao Z H., Huang X P. *The Implementation Dilemma and Solution of Sports Policy for the Elderly in China—Based on policy theory* [J]. *Journal of Tianshui Administration Institute*, 2020, 21(5): 56-60.
- [11] Marsh D, Rhodes R A W. *Policy networks in British government* [M]. Clarendon Press, 1992: 214.
- [12] Whetten D A, Rogers D L. *Interorganizational coordination: Theory, research, and implementation* [M]. Iowa State University Press, 1982:137-176.
- [13] Shi Y H., Pu B W. *Research on Organization and Management Mode of Major Sports Events in China Based on the Relationship between Government and Market* [J]. *Modernization of Management*, 2018, 38(6), 42-46.
- [14] Zuo X W. *Research on Environmental Group Event Governance from the Perspective of Policy Network Theory—Taking PX Event in Xiamen as an Example* [D]. Jinan: Shandong University, 2019.
- [15] Karl Marx, Friedrich Engels. *Collected works of Marx and Engels: Volume 1* [M]. Beijing: People's Publishing House, 1995.
- [16] Song Z., Shen Y P. (2017). *The Study of the "Paradox between Responsibilities and Power" of the Local Governments in the Perspective of law* [J]. *Journal of Tianjin Normal University (Social Science Edition)*, 2017(3): 43-48.