

# Resilient Governance: a Study of the Organizational and Operational Efficiency of Volunteerism in Public Health Emergencies

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**Keywords:** Emergency volunteer services, Organizational operational efficiency, the principle of administrative contingency, Resilient governance, Public health emergencies

**Abstract:** As an important social force, emergency volunteer service organizations play an indispensable role in the emergency management of public health emergencies. However, due to the uncertainty of emergencies and the necessity of taking special measures, the rigid top-down management by the government many times reduces the operational efficiency of emergency voluntary service organizations. The main reasons for this are the inadequate external legislation and the imperfect internal operation system. The evaluation index system for the operational efficiency of emergency volunteer service organizations combines the four major stages of public health emergencies: early warning period, outbreak period, mitigation period, and recovery period, as well as the three major efficiency influencing factors: security, trustworthiness, and smoothness. From the three perspectives of the “combination of rigidity and flexibility”, the “combination of level and war” organizational management system and the “combination of motion and static” action mechanism of the main body, we propose to improve the relevant legislation, improve flexible guidance, strengthen team building, improve organizational construction, coordinate the operation of the main body and promote information disclosure to enhance the efficiency of organizational operation.

## 1. Introduction

Emergency volunteer service refers to the volunteer services provided and carried out by volunteers, volunteer service organizations and volunteer service organizers in response to public emergencies such as natural disasters, accidents and disasters, public health events and social security events. <sup>[1]</sup> Although the concept of “emergency volunteering” has not yet been scientifically and universally defined in China, it has been widely used in practice as an important element of volunteer service development.

At present, China has issued a number of policy documents to encourage and support the development of volunteer service system. According to the “Thirteenth Five-Year Plan” for the construction of the national emergency response system, strengthening social participation to form a linkage mechanism is an important part of the current national emergency management system. As an important social force, voluntary service organizations are irreplaceable subjects of action in emergencies. <sup>[2]</sup> The report of the 19th National Congress further clearly points out the development direction of volunteerism: “Promote the construction of integrity and the institutionalization of volunteerism, and strengthen the sense of social responsibility, the sense of rules, and the sense of dedication.” <sup>[3]</sup> Therefore, it is necessary to strengthen the organization and construction of emergency volunteer services. In the case of post-disaster volunteer services such as Wenchuan and Yushu earthquakes, the lack of organizational operation will greatly reduce the efficiency of volunteer services carried out, and even have a negative impact on professional volunteer teams and emergency rescue teams. The issue of organization is a condition that relates to the function and ability of volunteer services to participate in emergency rescue and relief. <sup>[4]</sup> Therefore, to strengthen the organization of emergency volunteer services, it is necessary to build an operational system with clear goals, complete structure as well as conscious coordination.

The community, as the most grassroots unit of the Party in contacting the masses in the city, always bears the brunt of sudden health public events. Therefore, it is necessary for emergency

volunteer service organizations, as social forces, to reach out to communities to assist in emergency management. However, in the process of emergency management of emergencies, government administration unquestionably plays a leading role. For emergency volunteer service organizations, although rigid management means such as administrative license, administrative punishment and administrative compulsion are clearly defined and effective, top-down rigid management by the government often reduces the operational efficiency of emergency volunteer service organizations due to the suddenness of emergencies, the uncertainty of development and the necessity of taking special measures.

## **2. Reality Representation**

### **2.1 The Four Stages of Responding to Public Emergencies**

According to the three stages of social hazards that may cause harm and threat, actual harm has occurred, and gradual harm reduction and recovery, public emergencies in general can be divided into four stages: early warning period, outbreak period, mitigation period, and recovery period. <sup>[5]</sup>

1) Early warning period - to prevent the occurrence of the event and control the development as much as possible

According to Article 5 of the Emergency Response Law, prevention of emergencies is the main content of emergency response work, and prevention and emergency response work should be combined. It can be seen that although the early warning period belongs to the pre-prevention stage, this stage is in a very important position because the prevention work can, to a certain extent, play a role in preventing, or even avoiding, emergencies. Although the harm has not yet occurred, but still need to emergency management body to prevent the problem before it happens, according to the law to do a good job of prior preparation.

2) Outbreak period - timely control of public emergencies and prevention of their spread

The outbreak period of public emergencies is a critical period for emergency management, which requires emergency management subjects to respond quickly and take necessary emergency measures based on the preparations made during the early warning period, such as identifying the level of the public emergency, issuing relevant decisions and notifications, organizing emergency rescue actions, and a series of other measures to control the public emergency in time and prevent it from spreading to a larger scale. In order to avoid causing more harm.

3) Mitigation period - reduce the intensity of emergency measures and restore normal order as soon as possible

In this period, public emergencies have basically been controlled and social hazards have gradually diminished, so emergency management can make timely and appropriate adjustments according to the specific situation, reduce the intensity of emergency measures and restore the social order to normal as soon as possible.

4) Later - the investigation and evaluation of the process of handling the incident and sum up the experience

According to Articles 59 to 62 of the Emergency Response Law, after the end of a public emergency, emergency management organs and organizations should stop emergency disposal measures according to the law, make plans for restoration and reconstruction, resume normal operation and management as soon as possible, and investigate the causes and passage of the emergency, evaluate the losses caused by the emergency, pursue the corresponding legal responsibilities, reflect on the process of handling the event The problems and shortcomings in the process of handling the incident, sum up the lessons learned, so as to perfect and improve the emergency management process and measures.

### **2.2 Current Service Model of Emergency Voluntary Service Organizations**

After years of development, a variety of volunteer service organizations have been formed in China, here we will not list them all, but only show the following three main types.

1) Official youth volunteer service organizations

Official youth volunteer service organizations mainly refer to China Youth Volunteer Association, which is a national, non-profit social organization under the supervision of the Central Committee of the Communist Youth League, and its volunteer activities are initiated from top to bottom by the Communist Youth League system. Volunteers in youth volunteer service organizations are mainly youth power, especially college students. Because of the strong mobilization power of the organization, it is suitable for serving large-scale projects supported by national policies, such as the poverty alleviation relay program postgraduate teaching group project, large-scale competition volunteer service, emergency rescue volunteer service, etc.

### 2) Community volunteer service organizations <sup>[6]</sup>

In China, community voluntary service organizations are generally formed and developed under the direct guidance of the government. Streets and community resident committees are responsible for the formation of community volunteer service organizations according to the community volunteer service projects determined by the grassroots government. Community voluntary service organizations do not have much independence and autonomy, but only accept the direct leadership and command of the streets and residents' committees, so as to carry out corresponding voluntary services.

### 3) Civil volunteer organizations

Civil voluntary service organizations generally refer to the voluntary service organizations established by private initiative, also known as grassroots voluntary service organizations, and also include some hub-type voluntary service organizations <sup>[7]</sup>. Such organizations do not have corresponding authorities and are not led by official organizations, so they have considerable flexibility and amateurism. Smaller in scale, flexible in mechanism and responsive, civil voluntary service organizations have played an active role in promoting social stability and progress, environmental protection, and safeguarding women's rights and interests.

## 2.3 Evaluation Index System for the Operational Efficiency of Emergency Voluntary Service Organizations

Table 1 Evaluation Index System for the Operational Efficiency of Emergency Voluntary Service Organizations

The four stages of responding to public emergencies	Security of laws and policies	Credibility of organization building	Smoothness of action mechanism
Early Warning Period	Entry thresholds: emergency planning standards; volunteer training standards; personal hygiene and mental health standards for volunteers.	Volunteer training status; Professional skills acquisition; Volunteer service level; Insurance purchase; Risk monitoring	Open and unobstructed information reception channels: construction of lay and professional emergency rescue teams;
Outbreak period	Organizational legal basis: Administrative contingency principles; National normative standards for emergency volunteer services; Standards for the circulation of material fundraising	Construction of the mechanism for recruiting and forming volunteer teams: professional emergency rescue training for volunteers	Cross-regional and cross-organizational coordination and communication channels: synergy and interface mechanisms with other organizations: efficiency of material deployment;
Mitigation period	Social security system standards: regulatory review standards;	Personnel mobilization mechanism: logistic guarantee mechanism	Permanent and non-permanent articulation mechanism
Good Phase	Follow-up legal procedures of administrative emergency power: corresponding compensation and penalties	Recovery of regular operation and management of volunteer service organizations: post-disaster psychological counseling; volunteer incentive mechanism	Follow-up guarantee mechanism ; feedback and evaluation mechanism

In order to more intuitively show the current situation of the operational efficiency of emergency voluntary service organizations, this paper constructs an evaluation index system of the operational efficiency of voluntary service organizations as shown in Table 1 from the four stages of responding to public emergencies and the three factors that affect the operational efficiency of organizations: the guarantee of legal policies, the credibility of organization construction, and the smoothness of action mechanisms, in order to show the efficiency of the operation of voluntary service organizations that affect.

(1) Efficiency analysis: the internal and external ecological operating environment of emergency volunteer service organizations is not sufficient to effectively respond to unexpected risks, and the overall operating efficiency is low.

(2) External Legislation: Unsound Legislative Ranking and Imperfect Legislative Content

Since the founding of New China, especially after a series of public health emergencies such as SARS and Wenchuan earthquake, the state has enacted 35 laws, 37 administrative regulations, 55 departmental regulations, and 111 relevant documents.<sup>[8]</sup> Such as “Emergency Response Law”, “Infectious Disease Prevention and Control Law”, “Earthquake Disaster Prevention and Reduction Law”, “Fire Prevention Law”, “Production Safety Law”, etc. Some localities have also formulated corresponding local regulations and rules. At present, China has formed a legal system of emergency management with the Emergency Response Law as the core and the relevant individual laws and regulations to support it.<sup>[9]</sup>

As an important part of emergency management, emergency volunteer services play an indispensable role in public health emergencies. However, there is currently no legal regulation specifically for emergency volunteerism in China, but is scattered in relevant legislation in the special form of volunteerism. The Regulations on Volunteerism, which came into effect on December 1, 2017, is the first special administrative regulation that systematically provides for volunteerism in China, and is also the most effective unified special administrative legislation in the field of volunteerism in China, and China still has not formulated a unified Volunteerism Law”. At the level of local legislation, some localities in China have also issued corresponding local regulations and rules, such as the “Sichuan Volunteer Service Regulations” and “Guangdong Volunteer Service Regulations”. In addition, China's Civil Code deals with some of the legal norms related to volunteerism, and the Charity Law also makes specific provisions on the recruitment of volunteers and proof of service.

All in all, the current legislative environment of emergency volunteer service in China presents the scattered characteristics of unsound legislative rank and imperfect legislative content, which cannot provide effective legal protection for the operation of emergency volunteer service organizations, and is prone to many practical problems such as unclear control authority of administrative organs over volunteer service organizations and unclear boundaries of rights and obligations of volunteer service organizations.

(3) Internal Operation: Incomplete System Construction and Uncoordinated Organizational Management

This paper divides the internal ecological operation of emergency volunteer service organizations into horizontal and vertical levels, with the vertical orientation of “government - official volunteer service organizations - community volunteer service organizations - private volunteer service organizations - individual volunteers” as the main articulation, and the horizontal orientation of “warning period - outbreak period - mitigation period - improvement period” as the risk stage. The internal ecological framework for the operation of emergency volunteer service organizations in China is built up with the risk stage of “early warning period - outbreak period - relief period - good period” as the guide.

At the vertical level, Article 9 of the Emergency Response Law stipulates that “the State Council and local people's governments at all levels above the county level are the administrative leading organs for emergency response, and their offices and specific responsibilities are prescribed by the State Council.” Article 24 of the Regulations on Volunteerism provides that “volunteer service organizations and volunteers to carry out volunteer service activities in response to emergencies

shall be subject to the unified command and coordination of the emergency command institutions established by the relevant people's governments.” This means that the State Council and local people's governments at or above the county level and their emergency command agencies are the emergency response organs, and should actively play a major role in building effective links with official volunteer organizations, private volunteer organizations and individual volunteers to achieve a collaborative response mechanism of “hierarchical management and combination of departments and blocks”. However, in practice, the rigid top-down governance model of “strong government and weak society” and “top-level rather than grassroots” has put considerable constraints on the behavior of voluntary service organizations. The high entry threshold for voluntary service organizations, the lack of effective interface between administrative organs and voluntary service organizations, the increased cost of resource allocation, and the lack of effective professionalism of voluntary service organizations have greatly reduced the operational efficiency of emergency voluntary service organizations.

At the horizontal level, according to the four stages of risk response for “public health emergencies”, voluntary service organizations should establish a complete “pre-event-event-post-event” response mechanism. During the early warning period, volunteer service organizations should prepare for emergency volunteer services, establish a regular mechanism for emergency rescue teams, do early warning risk detection, and conduct regular professional training for volunteers. During the outbreak and mitigation periods, they should do a good job of fundraising, material and personnel deployment, and work with the government and community to curb the risk in time. In the post-relief period, we should do a good job of bridging the extraordinary and the normal work of “combining peace and war”, so as to promote the community into a normal living standard. However, in reality, problems such as poor volunteer recruitment channels, failure to establish emergency volunteer rescue teams, uneven levels of professional training of volunteers, non-transparent fundraising and deployment of materials and personnel, confusion of authority and responsibility of various bodies and improper articulation, and one-size-fits-all approach to normal and non-normal are common, which hinder the effective operation of emergency volunteer service organizations.

### **3. System Construction: Increase the Security, Credibility and Smoothness of the Operation of Emergency Voluntary Service Organizations and Improve Operational Efficiency**

#### **3.1 A “Rigidity and Flexibility” Approach to Governance: Rule of Law + Resilience**

Sound emergency volunteerism-related legislation. At a high theoretical level, it is necessary to promote the legislation of the Volunteer Service Act as soon as possible and improve the legislative ranking. Like the United States early introduced the Domestic Volunteerism Act of 1973, the National and Community Service Act of 1990, the National and Community Service Trust Act of 1993, the Volunteer Protection Act of 1997 and a number of other legal provisions. It is obvious that China's administrative regulations, the Regulations on Volunteerism, are not of high enough legislative status as the most effective legislation in the field of volunteerism. The establishment of a unified “Volunteer Service Law” can better improve the relevant laws and regulations, and also give clearer legislative guidance to the lower law, unify the practices of various regions, and realize the development of national emergency volunteer services linkage. From the perspective of practical operation, it is necessary to formulate the Emergency Volunteer Service Specification as soon as possible to determine the national standard of emergency volunteer service <sup>[10]</sup>. The corresponding national standards are given for the social security system standards, emergency planning standards, volunteer training standards, personal hygiene and mental health standards of volunteers, and material fundraising circulation standards for emergency volunteer services, so as to provide guidelines and specifications for the actual operation of emergency volunteer service organizations.

Improve the flexible guidance of emergency volunteer government <sup>[11]</sup>. The basic principles of China's administrative law include administrative legality, administrative rationality, administrative

openness, administrative dependence, administrative efficiency, and administrative contingency principles. Among them, the principle of administrative contingency, also known as the principle of emergency rule of law, is controversial and often neglected in academic circles. The principle of administrative contingency refers to the principle that administrative subjects can implement administrative contingency measures and extraordinary measures in order to protect major public interests and fundamental interests of administrative counterparts, maintain economic and social order, and ensure stable and coordinated development of society, in the face of critical situations such as public management crisis caused by emergencies, especially when entering a state of emergency. <sup>[12]</sup> This principle provides the jurisprudential support for seeking a bottom-up flexible governance model under the top-down rigid governance model in China. These two coordinate to form a resilient governance model with a reasonable threshold space. The field of emergency volunteer services should improve the flexible guidance of emergency volunteer government, taking the principle of administrative contingency as a guideline. In non-emergency matters, administrative guidance measures and administrative contracts are used to make positive adjustments. In emergency matters, the preferential and compulsory nature of administrative contingency power is applied to take urgent measures to improve the efficiency of the organization and operation of emergency volunteer services. However, precisely because of the priority effectiveness of the administrative emergency power, strict limits should be imposed on the government's power to prevent its abuse. A series of procedures such as regulatory review, timely supplemental procedures afterwards, and reasonable compensation for damages should be established in support.

### **3.2 The Organization Management System of “Combination of Level and War”: Professionalism + Humanization**

Strengthen the construction of emergency volunteer service teams. As far as the voluntary service organizations themselves are concerned, the threshold of entry for voluntary service organizations should be lowered. According to the relevant provisions of the Regulations on the Registration and Management of Associations, registration as an association organization must have a business department in charge, otherwise it will not be registered. This overall access model makes it difficult for many private voluntary service organizations to register. Volunteering-related legislation should set clear entry thresholds for voluntary service organizations and regulate the mechanism for establishing emergency voluntary service teams. In terms of the docking between volunteer service organizations and other subjects in the community, corresponding volunteer service reception institutions should be established <sup>[1]</sup>, so that volunteer organizations can have a place to go and help when emergencies come, to achieve smooth communication and rapid docking, and to regulate the docking mechanism of emergency volunteer service teams. In addition, as far as the volunteer organizations' teams are supplemented, according to Article 26 of the Emergency Response Law, “People's governments at or above the county level shall integrate emergency resources and establish or determine comprehensive emergency rescue teams. Relevant departments of the people's government can be established according to the actual needs of professional emergency rescue teams. People's governments at or above the county level and their relevant departments may establish emergency rescue teams composed of adult volunteers. The unit shall establish a full-time or part-time emergency rescue team composed of employees of the unit.” The government and the unit shall establish corresponding professional and non-professional emergency volunteer service rescue teams in the relevant units, as the front line of the charge before the emergency volunteer service organizations are docked.

Improve the construction of emergency volunteer service organizations. First of all, we should establish the training and reserve system of community volunteers. Actively establish a community volunteer archive, open up channels for external recruitment of volunteers, actively mobilize elderly community residents for communities with more highly qualified elderly people, and introduce properties for old neighborhoods. Second, improve the construction of social mobilization of volunteer services. It is necessary to update the concept, eliminate doubts, promote the healthy

development of social emergency forces, promote and cultivate volunteer culture, publicize the arrangement for emergency tasks, and build community communities. In addition, it is necessary to speed up the institutionalization and systematization of volunteer incentive assessment. Establish a volunteer information registration system, link volunteer hours with the social credit system, establish a volunteer star recognition system and an excellent volunteer selection system, and improve the time bank system. Establish a sound public welfare type bank account system. Finally, we should build a complete volunteer protection mechanism. Improve personal safety protection, mental health intervention and other series of protection measures.

### 3.3 The Main Action Mechanism of “Dynamic and Static”: Synergy + Informationisation

Summarize the operation mode of community main body synergy. As an important part of social forces participating in emergency management, emergency voluntary service organizations should actively link up with other subjects to form a subject synergy mechanism of multi-subject collaboration for community governance. Based on the research of 53 communities, this paper summarizes the synergistic operation mode of emergency voluntary organizations with high operational efficiency.

A model: “long-term + short-term” volunteer model. In this model, the emergency volunteer service organizations mobilize long-term volunteers and short-term volunteers to participate in the emergency response to public health emergencies. In the daily work, the community focuses on training a group of long-term volunteers, usually composed of party members, grid members, building leaders and community residents, who are regularly trained by the community in professional skills and qualities to achieve two-way communication and enhance the cooperation and tacit understanding in the work. Some communities also reach cooperation with social organizations to systematize and professionalize the management of volunteers. In response to emergencies, communities also recruit short-term volunteers, mainly college students, residents, and sinkers from the authorities. Short-term volunteers can make up for the shortage of manpower in the community due to emergencies in a short period of time.

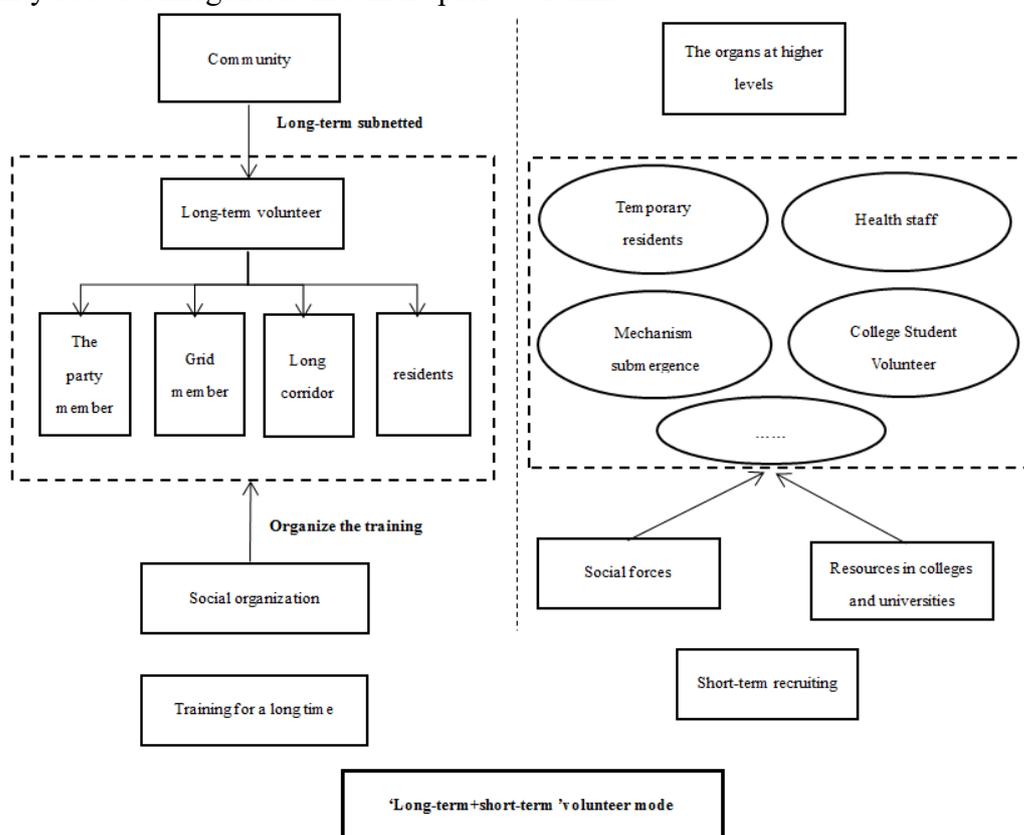


Fig. 1 A model: “Long-term + short-term” volunteer model

Model B: “social worker + volunteer” model. In this model, emergency volunteer service organizations are linked to the community, so that community workers, property owners and grid members form a stable triangle as the main force in public health emergencies and reduce the pressure on emergency volunteer organizations. In this model, the community has a high sense of service and undertakes a lot of emergency work. Relying on the internal strength of the community can already meet the needs of the community's emergency work, so this model does not rely on emergency voluntary service organizations, and mainly recruits short-term volunteers from college students and residents to help the community in the face of emergencies. At the same time, the community can make up for the shortage of volunteers by contacting the staff of higher-level units to sink or by reaching a multi-collaboration system with neighboring streets, police stations, health stations and other institutions.

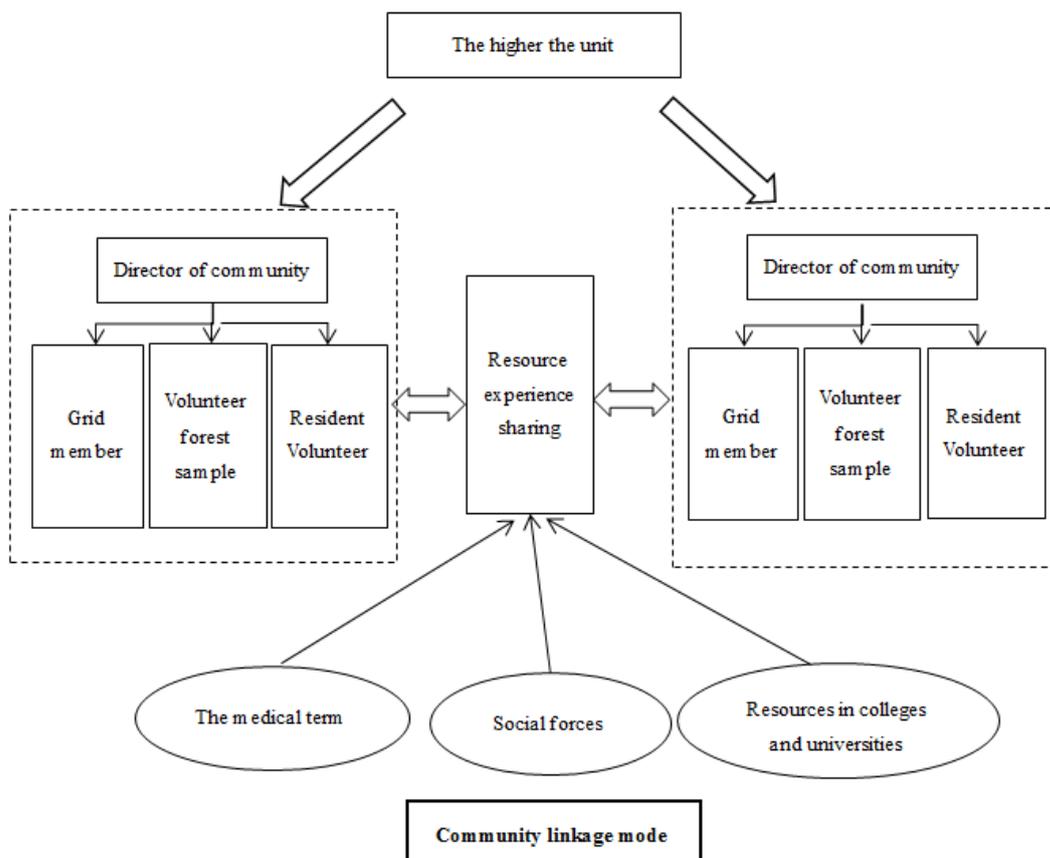


Fig. 2 Model B: “Social Worker + Volunteer” Model

Model C: The “community linkage” model: This model is unique due to its geographic location and other factors. In a public health emergency, neighboring communities act as a common force to serve residents. The internal organizational structure is largely the same, with the community director directing and deploying the team, which then reaches the community's long-term trained volunteers. “strong linkage”, not overly dependent on emergency volunteer service organizations, but to achieve the establishment and sharing of self-emergency volunteer service teams.

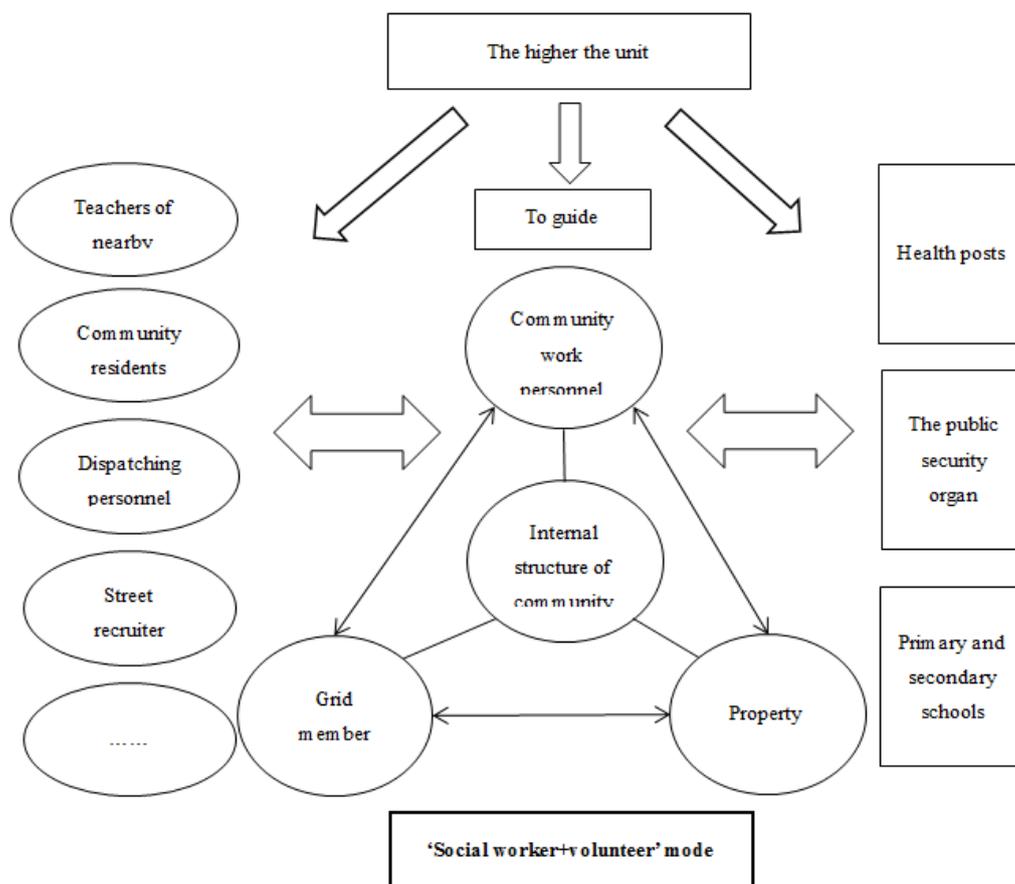


Fig. 3 C Mode: “Community Linkage” Mode

Strategies for Promoting Charity Volunteer Information Disclosure. An important reason for the low operational efficiency of emergency voluntary service organizations is the lack of transparency of information disclosure, and the increase in operational costs caused by delays and errors in information matching. The highest requirement for information disclosure is the stage when voluntary service organizations and charitable organizations connect to raise money for materials, so it is crucial to promote information disclosure of charitable voluntary organizations. This paper argues that the promotion of information disclosure of charitable voluntary organizations must rely on both mandatory strategies mainly by law and incentive strategies represented by third-party evaluation, public opinion and government preferences, and continuously promote charitable organizations to increase the scope and authenticity of information disclosure from both active and passive perspectives, so as to achieve information symmetry among all parties involved in charitable voluntary causes and restore the social credibility of charitable voluntary organizations, thus enhance the efficiency of organizational operation. On the one hand, from the mandatory strategy, it is necessary to clarify the right and obligation subjects of information disclosure, improve the links and mechanisms of information disclosure, clarify the content requirements of information disclosure, distinguish between what must be disclosed and what can be disclosed, and improve the relief methods of information disclosure, including the right to relief, relief channels, specific relief procedures and corresponding penalties. On the other hand, in terms of incentive strategies, it is necessary to establish and improve the third-party evaluation mechanism, strengthen the sense of competition among charitable voluntary organizations, and give full play to the public opinion of the news media, while the government can encourage information disclosure by setting up corresponding rewards for information disclosure, providing government support, purchasing services, and setting up white lists and black lists.

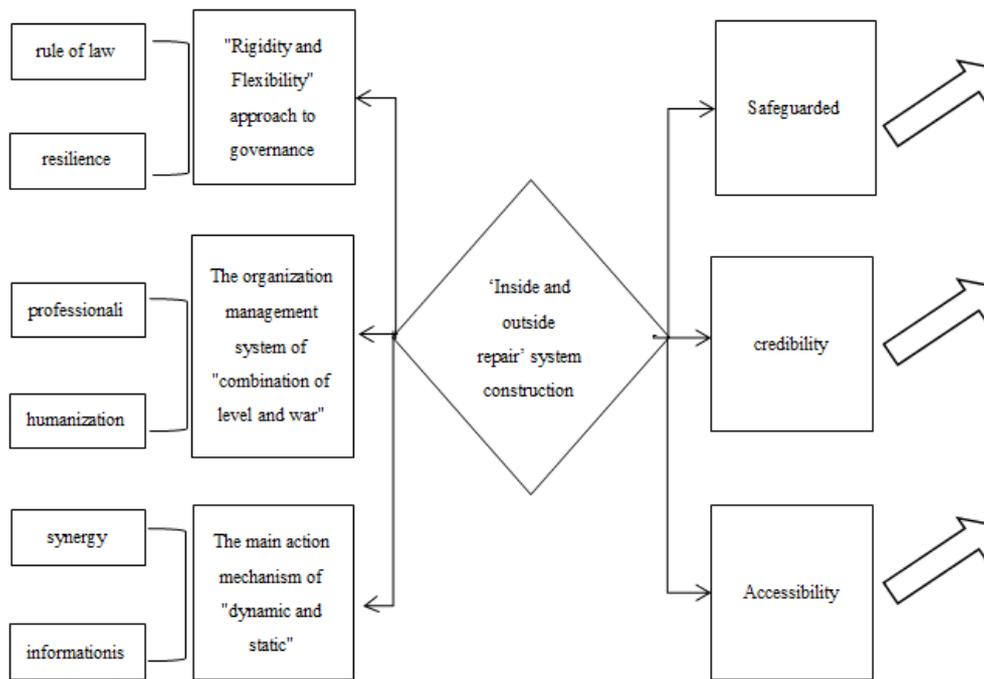


Fig. 4 Emergency Volunteer Service Organization Operation Optimization System Construction

#### 4. Conclusion

In addition to improving the efficiency of the organization and operation of emergency volunteer services, filling the legal gaps in emergency volunteer services as soon as possible, providing external protection at the level of laws and regulations, and improving the internal system construction, we can also start with the construction of a systematic and orderly emergency system, and develop and improve the action mechanism of emergency management. Given the huge population and the kind and enthusiastic spirit of the Chinese people, the number of existing and potential volunteers must be very large. In the face of such a critical moment as a public emergency, in addition to the government's organization of official administrative agencies and departments for emergency management, social forces like emergency volunteer service organizations, with their proper participation and effective assistance, can undoubtedly make the emergency rescue activities twice as effective with half the effort and gain greater social benefits. Therefore, as long as the organization and operation of emergency volunteer services are actively guided, and the organization and operation efficiency of emergency volunteer services are further improved, emergency volunteer services will play a significant role in public emergencies.

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