Research on Dilemma and Optimization of Community "Volunteer +" Model in Public Emergencies

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Abstract: In public emergencies, the role of the community is increasing day by day, and community volunteers are one of the important subjects of community volunteer service activities. Community X also uses the concept of "small community, big co-governance" to gradually form a unique "volunteer +" model. From the perspective of motivation of community emergency volunteers, they can be divided into spontaneous participation type of spirit satisfaction, social responsibility type represented by party members, organization mobilization type of other units, informal volunteer team type of independent organization, and mixed type of collaborative governance. However, it is not enough to rely only on a single motivation and subject participation. Community volunteers need to cooperate with multiple subjects such as other social organizations to maximize the prevention and control efficiency. However, there are still some problems in the operation of "volunteer +" mode, such as insufficient incentive, unclear participation channels, imperfect rights protection system and insufficient specialization. In order to improve the efficiency of community volunteer service, it is necessary to improve the incentive system, expand participation channels, enhance professional training, improve the degree of legalization, and improve the degree of collaborative governance.

Keywords: Volunteer + mode, Collaborative governance, emergency

1. Question raising and literature review

In recent years, many aspects of China's economic and social governance have been affected, and the success of "community closed management" has made the role of communities in epidemic prevention and control increasingly enhanced, and it is urgent to promote grass-roots community governance. The 19th National Congress of the Communist Party of China pointed out that community governance is the basic unit and key link of national governance, and it is necessary to strengthen the construction of community governance system and promote the social governance center to move down to the grassroots level, give play to the role of social organizations, and achieve government governance and social adjustment. The Fourth Plenary Session of the 19th Central Committee stressed the need to adhere to and improve the social governance system of co-construction, co-governance and sharing, improve community management and service mechanisms, and build a new pattern of social governance at the grassroots level. The "Plan on Strengthening Community Volunteer Service Activities" and the "14th Five-Year Plan for the Construction of Urban and Rural Community Service System" released in 2021 point out that volunteer service is an important symbol of modern social civilization and progress, an important content of strengthening the construction of spiritual civilization, cultivating and practicing socialist core values, and an important indicator of creating a civilized city. Community has become the "last mile" of emergency management, and community volunteers are the closest people to the scene of public health emergencies, which can effectively control the spread of the epidemic. In order to build a harmonious community under the epidemic, the role of volunteers cannot be ignored.

At present, many scholars have done research on community volunteers in China. On the one hand, from the perspective of community volunteers, Ju Donghong and Kang Kai studied the motivation and behavior of volunteers participating in community volunteer service and pointed out that there are five motivations: blind conformity, spiritual satisfaction, personal interests, interpersonal communication and social responsibility. Yuan Mengyao believes that a variety of digital platforms such as "cloud" services are needed for community volunteers to improve the efficiency of epidemic prevention and control. Liu Jie and Dai Dan found in a case study that through the neighborhood committee shaping its own community appeal, the community volunteering behavior has long been transformed from the traditional

passive behavior to the initiative behavior. Second, from the perspective of emergency volunteers in public health emergencies, Wang Weiquan pointed out that China's emergency volunteer activities are facing many challenges. Community emergency volunteers are different from normal volunteers, but there are also dual motives of "altruism" and "egoism". Mo Yuchuan believes that due to the suddenness and uncertainty of public emergencies, emergency volunteer service should be legalized, and its important functions of coping with social problems and maintaining social order should be played through legal protection. Yang Fan believes that in public emergencies, community emergency volunteers should not only fulfill their duties, but also ensure their own safety. Due to the danger and risk of epidemic prevention and control, volunteers who are retrograde are faced with various safety risks, and they should solve the practical difficulties of emergency volunteers in damage relief. Qian Hongwei believes that the rural areas are more damaged by public emergencies due to economic backwardness and the rural government's rescue force is obviously insufficient, so the rural community emergency volunteer organizations should improve the recruitment mechanism, incentive mechanism and training mechanism. Thirdly, from the perspective of the specific identity of volunteer participation, and fourthly, from the perspective of collaborative governance, the governance model of "volunteers + community social organizations" proposed by Zhang Jun not only requires the participation of party members and social organizations, but also needs to pay attention to the mixed mode of coordination of multiple subjects. Only by making clear the cooperation basis between organizations and volunteers can it be implemented subtly. Han Linlin proposed to apply the "three-community linkage" in epidemic prevention and control, pooling the power of multiple subjects such as communities, social organizations and professional social workers to use multiple resources to achieve the purpose of improving governance efficiency.

In short, the academic community has pointed out the importance of community volunteers in public emergencies from both theory and practice, but due to the suddenness and urgency of public health emergencies, there are still many problems in community volunteer work, and China has not paid enough attention to the role of community volunteers for a long time. At present, most of the studies focus on the motivation analysis of volunteers participating in volunteer service activities and the studies on specific objects participating in volunteer activities, such as the elderly and college students, etc. The studies on emergency volunteers have only started in recent years, and there are even fewer studies on the collaborative governance between community volunteers and other social organizations in public health emergencies. Therefore, it is necessary to study the operation of community "volunteer +" collaborative governance model in public health emergencies.

2. Collaborative governance theory and practice analysis of X community "volunteer +" model

2.1. Cooperative governance theory

The application of collaborative governance theory in community public health emergencies mainly states that many problems are faced by relying only on the government as a single subject of governance. To improve the efficiency of solving public health emergencies has become a major issue in contemporary Chinese national governance. Collaborative governance refers to the use of rights to guide, control and regulate citizens' activities in different institutional relationships in various public health emergencies to maximize public interests and improve efficiency. The process that requires the cooperation and joint management of public affairs by many actors, such as government departments, non-governmental departments, private sectors and individuals, emphasizes the synergy of multiple actors on the basis of governance theory, including:

Diversity of participants. The governance subjects of public health emergencies include not only government organizations, but also various non-governmental organizations, private enterprises and individual citizens, all of which have different responsibilities and interest demands. All social subjects discuss and consult public affairs in the old society together. The subjects of public health emergencies mainly include the government, party members, professional workers, medical workers, community workers, volunteers, enterprises, and the masses.

Synergy between multiple agents. In public health emergencies, the cooperation among multiple subjects and the synergy between various subsystems does not mean that the role of the government can be ignored. Public health emergencies are led by the government, but this kind of leadership is not in the form of unilateral command, but in cooperation with other subjects while playing the main role. In short, Collaborative governance is to emphasize that the government no longer relies solely on coercive force, but more through communication and cooperation with other subjects to jointly manage affairs[1-3].

2.2. Community "volunteer +" model analysis

Community covers an area of 6 square kilometers, including 9 communities, covering 9 commercial centers, and more than 30 resident organs, enterprises and institutions. Secondly, 80% of the residents of the community moved in from other places, the composition of residents is mainly young and middle-aged, and the aging is only 4.9%. There are more than 6,800 party members living in the community, and more than 1,000 party members working in the community. The team of nearly 10,000 party members is a huge red resource, and it is also a talent resource for community governance. In addition, the community governance concept of "small community, big co-governance" proposed by X community is one of the important reasons for its fame. In this "418" public health emergency in H City, the community formed some typical volunteer prevention and control events worthy of in-depth investigation. Through field investigation, telephone interview and other methods to collect data, from the perspective of community emergency volunteers participation motivation, "volunteer +" model can be summarized into the following five types.

2.2.1. Spiritual satisfaction spontaneous participation type

At present, a large number of touching and tearful stories have emerged in the COVID-19 epidemic, and "beautiful rebels" in the community have taken the initiative to participate in the prevention and control tasks, which deeply reflects the core value of "when one side is in trouble, all sides support" in socialist construction. Volunteers who actively participate in prevention and control services are advanced examples of public-welfare enthusiasm and helpfulness. They uphold the concept of "helping others is helping themselves", rely on community social organizations, and actively participate in various activities in the community response to the epidemic. They often take the initiative to learn about the needs of epidemic prevention and control in community autonomous organizations, and rely on volunteer service platforms provided by community social organizations. Willing to devote time and energy, take the initiative to engage in relevant volunteer services in grassroots organizations, and often actively participate in epidemic prevention and control actions as community epidemic prevention officers. These active participants are often the core volunteers for social organizations to carry out activities. Through the empirical investigation of X community A and B community, it is found that the active community epidemic prevention staff, willing to sacrifice time and energy and facing the risk of being infected by the virus, rush to the front line of the anti-epidemic as a beautiful "rebellious" community, assisting in distributing protective equipment, measuring the temperature of people entering and leaving the community, propagating the knowledge of the epidemic, calming the mood of residents, and helping isolated households to go shopping. It has made important contributions to winning the community epidemic prevention war. Community organization volunteers and other people form a special purchasing team to shop, or residents buy in a group way, but the logistics from the supermarket to the community and then to the household need a large number of voluntary volunteers to help. Faced with the arduous task of prevention and control and the shortage of human resources and materials in the community, the work of community social organizations is to be good at identifying these enthusiastic residents, excavating core volunteers, providing them with convenient channels and lasting platforms, and encouraging them to actively participate in epidemic prevention and control and public welfare donations, so as to achieve mutual benefit and win-win situation between the organizations and volunteers.

2.2.2. The social responsibility type represented by Party members

Through field research, it is found that there are nearly 10,000 party members in X community, and the most important participants in emergencies are party members with social responsibilities, community workers such as community committees and people with high consciousness. This model is often reflected in: public-spirited community party members, especially retired party cadres, building leaders and other residents. Community X deeply recognizes the importance of party building, the community Party committee takes the "five ones" as the practice path, gives full play to the leading, serving and guaranteeing role of party building, and sets up a community party building community, organically connects 117 party organizations, and through the registration of party members and the establishment of red help team activities, in the "418" public health emergency in H City, More than 900 Party members and cadres in Community X were converted into volunteers to actively participate in the epidemic prevention and control work in the "three districts", especially the online "I am a Party member and I report" activity in Community X. Mobilize party members and cadres in the community, the loophole "one key scan code, the initiative to report" at the same time issued a "Notice on the sealed control area, the control area at all levels of organs, institutions, State-owned enterprises staff into volunteers", requiring the district cadres and workers to "transfer", in the front line collection. In general,

it is to insist on where the prevention and control battle is, where the branch is established, and the Party members are always in the front line.

2.2.3. Other units organizational mobilization type

Although volunteering is becoming more individualised, some volunteering activities are still carried out by volunteers of similar age in formal organisational Settings. This formal model of voluntary activities organized by units still exists widely, and its main impetus comes from the hierarchical authority of the organization and the identification of the participants with their own units, regardless of whether they are for-profit organizations or social organizations, because these formal organizations often have hierarchical attributes and are embodied as an organization with a hierarchical structure. This type of organization aims to rationally distribute the work tasks of many members in order to accomplish large-scale organizational goals. Nowadays in China, many enterprises and institutions organize employees to carry out voluntary activities on a certain scale in the community for the purpose of promoting the brand of the unit, establishing a good public image and fulfilling social responsibilities. Educational, cultural, medical and health institutions will also carry out professional volunteer service activities on specific days, relying on the community. In the field investigation of X community, it was found that many schools and other educational units mobilized volunteers among the teachers and Party members to actively register, and made them go to the community to carry out epidemic prevention service activities, making positive contributions to winning the war against the epidemic. Party members and cadres of government agencies, when not required by their jobs, actively responded to the call of the state, actively participated in community anti-epidemic services, dealt with the epidemic problem, and set a good example for the grassroots. Some medical institutions in community jurisdictions use their professional expertise to organize doctors and nurses to contact community social organizations and relevant institutions to publicize the epidemic and relieve negative emotions in their spare time, and provide targeted medical services to residents in their jurisdictions, which not only relieves the heavy pressure of community response to the epidemic, but also relieves the negative emotions of residents. Guide them to correctly understand and prevent the novel coronavirus, laying a solid foundation for maintaining community stability and winning the epidemic prevention and control campaign[4-6].

2.2.4. The informal voluntary type of other autonomous organizations

Through field research, it is found that there are not only individuals, party members and unit organizations participating in volunteer service in the community, but also some informal volunteer service teams organized by themselves. At first, individual volunteers "fight" within their own capacity, but with the joining of like-minded people, they are exposed to more and more service space and network, and they know that more service needs are vacant. Therefore, based on team collaboration, a number of informal volunteer teams of autonomous organizations were formed and expanded gradually through team cultivation within the organization. Generally, one leader initiated the initiative and sought others to join in the formation of an organized volunteer team that could participate in emergencies. Compared with the formal team led by Party members, the informal volunteer team has some defects such as blocked information and lack of professional degree, but to some extent, the informal volunteer team can still give play to its unique advantages, that is, familiarity. Most of them are familiar with the community route to transport materials and easily gain the trust of residents. Because they often carry out volunteer activities in peacetime, they can quickly join public emergencies and break the urgency of emergencies with their proficiency.

2.2.5. "Small community, big co-governance" collaborative governance type

A single governance body is not enough, and a single volunteer participation motivation and approach is not enough. For the severe epidemic battle, the above four volunteer service models are only ideal types. In the actual epidemic response of grassroots communities, targeted volunteer service carried out based on community social organizations is often reflected in the mixture of the above two or more models. In the mixed model, volunteers participate in epidemic prevention and control activities in a variety of ways, motivations, channels, and tasks, which puts higher organizational and coordination requirements on community social organizations, but this model is not only a challenge, but also contains development opportunities. The task is difficult and complex, including concept guidance, mentality adjustment, material distribution, behavior persuasion, and sometimes need to intervene in a variety of service models.

3. The dilemma in the practice of "volunteer +" model

3.1. The incentive system of volunteer service is not perfect

Motivation is the key to retain volunteer talents. Although voluntary service mostly relies on consciousness and love, the incentive system plays a crucial role in stimulating enthusiasm and conscious dedication.　Through investigation, it is found that the motivation of volunteers in X community is mainly verbal praise and awarding of volunteer certificates afterwards, which is far from enough to enhance the sense of accomplishment, satisfaction and gain of community volunteers. In fact, in addition to spiritual encouragement, volunteers also need some more practical incentives that are helpful to themselves. For example, college students need certificates that can add credits to themselves, and people need to issue honorary certificates and list formulas to obtain satisfaction. However, in order to achieve "fairness", the community generally adopts the method of universal incentive for all volunteers equally, but this ignores the differences between individuals. On the one hand, the equal spiritual incentive fails to satisfy the outstanding volunteers who make outstanding contributions, and on the other hand, it fails to satisfy the volunteers who pursue material incentives, which leads to the reduction of efficiency. Therefore, in order to guide and regulate the voluntary service behavior of epidemic prevention and control, it is particularly necessary to design a clear incentive system.

3.2. There are insufficient channels for volunteering

The channels to participate in volunteer activities are too few and unclear, so many volunteers are recruited temporarily, lack clear institutional support, and participate in prevention and control tasks are arranged at random. Many residents participate in volunteer services with temporary characteristics, and its efficiency is difficult to guarantee, which often affects the service effect. At present, although wechat "volunteer cloud" mini programs have been used, since most people do not know the existence of such mini programs, it is necessary to strengthen the publicity of volunteer participation channels. Volunteer recruitment is generally carried out offline by neighborhood committees, including mobilizing residents in the community and relying on informal volunteer associations, which shows the scarcity of participation channels. In addition, although the X Community Pioneer network will report the situation of volunteer activities in this community in real time, the website also lacks the channel for volunteer registration, so there are still problems in the recruitment of emergency volunteers when public emergencies occur. Nowadays, in the period of rapid development of the Internet, how to make good use of online social media to bridge the distance between volunteers and communities has become a problem. Voluntary activities for epidemic prevention and control are temporary and lack systematic and organizational characteristics. The rallying call for anti-epidemic has been sounded, and it is urgent to broaden participation channels[7-9].

3.3. Volunteer specialization is inadequate

The work has a certain degree of professionalism, and the volunteers actually recruited sometimes can not effectively meet the work needs. For example, if there is no pre-job training, the nucleic acid testing, disinfection and disinfection work needs to be responsible for the CDC medical staff, but due to the large number of communities in the city, if only relying on medical staff, the efficiency may be weakened. As well as dealing with the "hypochondriasis" of some people in the community, professional psychologists with medical knowledge are needed to intervene, and the psychological distress caused by the collapse of the social support system, separation trauma and loneliness requires professional guidance from psychological counselors, but the talent in this area is obviously in short supply among community volunteers. The staff of community social organizations stick to their duties at work, while the volunteers are more based on dedication and love. The continuity and professionalism of their epidemic prevention work are sometimes difficult to compare with that of community workers, and there are sometimes problems of discoordination and lack of mutual understanding between the two. In addition, due to the heavy task of epidemic prevention, the number of volunteers often cannot meet the demand, and it is easy to have differences with the staff of community organizations in the assignment of tasks. Some volunteers are also supermarket buyers and community disinfection workers, often neglect one thing and lose another, and its service effect is difficult to guarantee. Therefore, it is necessary to improve the political and ideological level of volunteers, grass-roots work skills and personal protection knowledge, so that they can be competent for more professional work.

3.4. The protection system of volunteers' rights and interests is not perfect

The work is highly risky, especially in severely affected areas. If volunteers are unfortunately infected with the virus, it will seriously affect the relevant services of community social organizations. Therefore, how to protect volunteers is very important. It is valuable for volunteers to participate in epidemic prevention and control, because it involves not only donating time and energy, but also facing the risk of infection. Therefore, the rights and interests of volunteers in epidemic prevention and control need to be protected. With the gradual increase in the number of volunteers, managing volunteers and ensuring their health and safety has become a top priority. In the field research, it is found that although volunteering is done out of one's own will, the cost and damage incurred are still borne by oneself, which is inevitably unfair. Under the epidemic, in addition to protecting their own physical health, mental health is also easy to be ignored, especially the mental health of volunteers, this group of people who have been in contact with the epidemic are facing the virus every day, and are more likely to produce psychological stress and anxiety than residents. There are not a few cases of volunteers falling on the work site. The Regulations on Industrial Injury Insurance stipulates that when volunteers themselves are harmed, they can apply for identification of industrial injury only if there is a labor relationship between the volunteer and the legal unit. Therefore, the legal protection of the rights and interests of volunteers should be further improved.

3.5. The synergy between multiple subjects is insufficient

In the field investigation, it is found that in the actual work, volunteers often have the problem of poor communication and insufficient coordination with other subjects, which makes the service efficiency low. Under the framework of multi-subject linkage, multi-identity and multi-source make work communication and collaboration insufficient. In order to give full play to the service advantages of multiple community volunteers in the service system of linkage at the city, district, street and community levels, the problem of no clear division of labor within the volunteer team must be solved first. The rapid spread of the epidemic makes improving service efficiency the key to epidemic prevention and control. At the beginning of the epidemic, the Municipal Health and Health Commission transmits epidemic information step by step, and the team manager should sort out the working process according to the needs, and then publish it to the corresponding information platform through the Internet. Social workers, students, party members and other volunteers of different identities can choose their own work according to the principle of self-control, which can not only fully mobilize the enthusiasm of volunteers but also reduce the waste of time and resources. A clear division of labor does not mean that there is no need to communicate with others. On the contrary, it is necessary to quickly report the work situation to other members for communication and negotiation. Managers need to attach importance to the cooperation among organizations.

4. Community "volunteer +" model practice optimization path

4.1. We will improve the incentive system for volunteers

For example, the volunteer physical examination program helps screen healthy volunteers to participate in epidemic prevention and control. The volunteer registration system can clearly record the basic service information of volunteers, volunteer service duration, volunteer service efficiency, volunteer service evaluation, etc., which can not only standardize volunteer service, but also encourage efficient volunteer service behavior. The volunteer subsidy system also needs to be improved. In the investigation of social work agencies and other social organizations, the author found that many organizations lack clear rules and regulations on volunteer subsidies, and arbitrarily distribute funds in volunteer services, resulting in problems in the financial audit of institutional funds, and the imbalance of subsidy distribution is easy to create discord among volunteers. To some extent, it restricts the development of the organization itself and the effective implementation of voluntary service. In response to the epidemic, there is also a need to institutionalize the provision of volunteer subsidies, although many participants pay less attention to these material pursuits and more attention to spiritual feedback. In response to similar epidemics, community and social organizations need to focus on the "combination of peace and war", strengthen the construction of a regular volunteer team, carry out institutionalized training, and build a stable volunteer service team to provide adequate and effective human support for similar public health events. Youth league organizations at all levels should strive to promote the inclusion of community volunteer services in the government's livelihood facts or the government's purchase of service projects in the directory, to win policy funding support and social resources links.

4.2. Expand channels for volunteer participation

Many residents participate in voluntary services with temporary characteristics, its efficiency is difficult to guarantee. In epidemic prevention and control, many volunteers are recruited on a temporary basis, lacking clear and institutionalized support, and the task arrangement of participating in prevention and control is rather arbitrary, which often affects the effectiveness of services. At present, although the wechat "volunteer cloud" mini program has been used, since most people do not know the existence of such mini programs, it is necessary to strengthen the publicity of volunteer participation channels. In addition, although the community Vanguard website will report the volunteer activities in this community in real time, there are still no channels for volunteer registration. Therefore, there are still problems in the recruitment of volunteers when public emergencies occur.

4.3. Improve the professionalization of volunteers

The actual recruitment of volunteers is sometimes insufficient to meet the needs of the job. For example, dealing with the "hypochondriasis" of some people in the community requires the intervention of professional psychologists with medical knowledge, and the collapse of the social support system, the psychological distress caused by separation trauma and loneliness requires the professional guidance of psychological counselors, but the talent in this area of community volunteers is obviously in short supply. The staff of community social organizations stick to their duties at work, while the volunteers are more based on dedication and love. The continuity and professionalism of their epidemic prevention work are sometimes difficult to compare with that of community workers, and there are sometimes problems of discoordination and lack of mutual understanding between the two. In addition, due to the heavy task of epidemic prevention, the number of volunteers often cannot meet the demand, and it is easy to have differences with the staff of community organizations in the assignment of tasks. Some volunteers are also supermarket buyers and community disinfection workers, often neglect one thing and lose another, and its service effect is difficult to guarantee.

4.4. We will institutionalize the protection of volunteers' rights and interests

The work is highly risky, especially in heavily affected areas. If a volunteer is unfortunately infected with the virus, it will seriously affect the relevant services of community social organizations, so how to do a good job of protecting volunteers is very important. It is valuable for volunteers to participate in epidemic prevention and control, because it involves not only donating time and energy, but also facing the risk of infection. Therefore, the rights of volunteers need to be protected by law. Communities and governments should not only provide volunteers with necessary protective materials, but also strive to improve volunteers' awareness of self-protection. It should be emphasized that doing a good job of self-protection is a necessary prerequisite for the development of services, within the scope of organizational conditions, to provide volunteers with transportation expenses, lodging expenses, communication expenses, fuel expenses and other subsidies, on the one hand can reduce the economic burden of volunteers, on the other hand can enhance the enthusiasm and durability of services. At the same time, managers can implement a job rotation system according to the age and specialty of volunteers to provide a humanized working environment for volunteers.

4.5. We will promote synergy among multiple entities

Volunteers often have poor communication and lack of coordination with other subjects, resulting in low service efficiency. The core of the "volunteer +" model is to take collaborative governance as the core, connect other volunteer subjects to carry out volunteer activities in emergencies, and fight against the severe epidemic. Volunteers participate in epidemic prevention and control activities in a variety of ways, motivations, channels and tasks, which puts higher organizational and coordination requirements on community social organizations, but this model is not only a challenge, but also contains development opportunities. The task of epidemic prevention and control is arduous and complex. It includes not only concept guidance and mentality adjustment, but also material distribution and behavior persuasion, and sometimes requires the intervention of multiple service models. Although the "volunteer +" model is complicated in organization and coordination and task allocation, due to the diversity, scale and professionalism of volunteer services, it effectively alleviates the pressure on community epidemic prevention and control and promotes the realization of prevention and control goals.

5. Conclusions

With the main force of public emergencies sinking to grassroots communities, communities shoulder particularly heavy tasks, which requires the cooperation of community social organizations and volunteer services. The "volunteer +" prevention and control model can effectively operate, properly relieve the negative emotions of community residents, adjust their social mentality, and then effectively promote the orderly governance of communities, constantly improve the level of the "four modernization" of social governance, and help create a social governance pattern of co-construction, co-governance and sharing.

Acknowledgement

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