

Research on the Participation of Social Organizations in Community Emergency from the Perspective of Grounded Theory

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Abstract: With the complexity and uncertainty of the frequent occurrence of emergencies, it poses a serious challenge to the community emergency management under the new situation. As an important force in responding to emergencies, social organizations play an irreplaceable role in grassroots emergency management. Based on the characteristics of public welfare social organizations and the reality of participating in community risk prevention and control, combined with empirical research and typical case analysis, using grounded theory and other analytical methods, the role of social organizations in grass-roots emergency practice and the multiple difficulties they face are sorted out, and social organizations are proposed. It is necessary to give full play to the collaborative linkage function with the government, the community, and medical institutions; through publicity, guidance, and creation of public awareness of community emergency prevention and control, the public's consensus on crisis emergency response should be consolidated, and the social organization's role in emergency management of public health emergencies should be demonstrated. Responsibility and other countermeasures.

1. Introduction

In the practice of disaster prevention, mitigation and relief, social organizations play an indispensable role as an important subject of social forces. Since the outbreak of the new crown epidemic, social organizations have actively participated in the practice of community emergency response, promoted community mobilization, and become the first line of defense for epidemic prevention and control. They have become an indispensable force in the national emergency management system, especially non-profit social organizations.

2. Literature Review

Since the reform and opening up, my country's social organizations have gradually matured after more than 40 years of development. The characteristics of public welfare, sociality, professionalism and volunteerism enable it to better compensate for the failure of the government in participating in public health emergencies and provide more refined public services, so it has received high attention from scholars at home and abroad.

From the analysis of the characteristics of social organizations, Li Jun proposed that the public welfare nature of social organizations naturally fits with the public nature of emergency management [1]; Tao Peng and Xue Lan believe that social organizations have stronger social resource mobilization capabilities and are more precise and differentiated than the government. service delivery [2]. From the analysis of the functions of social organizations, Chen Chen and Li Ming believe that social organizations are the link that promotes the two-way communication between the public and the government's social security needs [3]; Xu Jialiang and Zhang Yujie explained that social organizations establish information tentacles, build emergency networks and

promote policies Various functions advocated [4]. Foreign scholars such as Robert and Alex explain the function of social organizations from the perspective of filling the service gap caused by “government failure” [5]. Simo and Bies analyzed the emergency management after the Katrina catastrophe, and further proposed that social organizations have the function of linking the public sector and the private sector to form a joint force in emergency management [6]. From the analysis of the legitimacy of social organization participation, Kong Weina and Huang Xiaoyuan put forward the four-fold legitimacy of social organization participation in major epidemic prevention and control [7]. Chen Ting believes that it is necessary to build a sound legal system for emergency management of emergencies [8].

In the above studies, most scholars did not define the concept of social organization accurately enough, and mainly analyzed from a macro perspective, lacking specific case studies of social organizations participating in community emergency. This paper defines the category of “social organization” as “non-governmental and non-enterprise non-profit organizations with social workers as the main body and the responsibility of providing social public services”, starting from the minimum unit community of grassroots emergency response, conducts a grounded analysis of cases, explores public welfare Sexual social organizations (hereinafter collectively referred to as social organizations) participate in the emergency dilemma of the community, and finally establish an emergency governance system with collaborative participation under the new situation.

3. Research Design

(1) Research methods

The purpose of grounded theory is to establish a theory on the basis of empirical data, that is, to find the core concepts reflecting social phenomena on the basis of systematic collection of data, and then construct relevant social theories through the connection between concepts [10].

Based on the previous research, taking Nanjing H social organization and multiple communities that have participated in emergency prevention and control as cases, the NVivo 11 software is used to code and analyze the acquired factual data. When the initial theory is established, a further investigation is carried out to test the saturation of the theory. Finally, according to the coding results, summarize the social organization's participation in community emergency dilemma, and put forward corresponding countermeasures.

(2) Data sources

In order to gain an in-depth understanding of the real situation of social organizations' participation in community emergency management during the epidemic, since March 2020, the author has visited H social organizations and related communities in Nanjing six times, and obtained 60,000-character text materials and over 10 hours of audio materials. Repeated investigation and cross-certification of the data to ensure the scientificity and authenticity of the information.

4. Research Process

Generate concepts from survey data and log in step by step, constantly compare data and concepts, systematically ask theoretical questions related to concepts, establish links between concepts, conduct theoretical sampling and coding, and finally build a theoretical model that affects social organizations' participation in community emergency.

(1) Open coding

The author first codes the interview records of H organization personnel, and extracts information from the perspective of social organizations; then codes the interview records of government and community personnel, and extracts information from the perspective of other emergency subjects; The object (service object) perspective refines information. A total of 35 local concepts were obtained, which were compiled into 24 initial categories.

Some open coding results are shown in Table 1 below:

Table 1 Open Coding (Excerpt)

initial category	Indigenous concept	original data
The government lacks trust in social organizations	It is difficult for the government to hand over professional epidemic prevention tasks to social organizations	During the epidemic, it has to be more professional, and social organizations can at most let them do some online publicity work.
Social organizations lack high-quality talents	The quality of members of social organizations needs to be improved, and it is difficult to solve complex tasks	Some of the communities we are now connecting with are high-quality residents and foreign friends. This requires us to practice foreign language proficiency.
Social organizations accelerate transformation due to the epidemic	The difficult work brought about by the epidemic has prompted social organizations to speed up the transformation	Although the epidemic did catch us off guard, I think it is both a challenge and an opportunity.
The subjective willingness of social organizations to participate in community emergency conflicts with the objective reality	Social organizations subjectively want to participate in community emergency work, but are objectively limited	During the epidemic, our services were mainly online. We tried offline but couldn't get into the community.
The positioning of social organizations is ambiguous	Social organizations do not have a clear positioning, and their actions face doubts	No one dares to let them into the community, and they are not medical workers or community workers. If something goes wrong, who can afford this responsibility.
Duplication of work between parties	All parties send people to complete the same job, resulting in a waste of resources	Sometimes at a certain sentinel in a community, there will be situations where both the community and the social organization send people to serve at the same time.
Insufficient credibility of social organizations	Community residents have difficulty trusting social organizations	I've never heard of any social organization, and I wouldn't believe them when they came. There are a lot of people who deceive the elderly in today's society. I wouldn't believe these organizations. They are all deceitful people.
Community residents pay limited attention to social organizations	Community residents pay little attention to community affairs	I don't care about community affairs, I just measure my body temperature, but I don't think any social organization has ever come, and I don't know what a social organization is.
Social organizations fail to fully consider the actual needs of residents	The emergency management work of social organizations fails to truly meet the needs of residents	I don't care about these temperature measurements. I am concerned about my diabetes! My legs and feet are very inconvenient. During the epidemic, someone will help me to travel.
Lack of incentives within social organizations	The benefits and incentives of social workers need to be improved	It is well known that social workers' wages are not high, especially the front-line social workers are still relatively hard, but they are not given additional rewards.

(2) Spindle coding

Main axis coding is based on open coding by further mining the class attributes or thematic relationships between codes, and further type division and central refinement, so as to obtain the main category, which provides a thinking basis and construction framework for theoretical construction. The author clarifies the core categories of the various concepts summarized in the first step, merges the architectural core categories according to the essence of the reflected phenomenon, and abstracts them to form subcategories. A total of 6 main categories are formed, as shown in Table 2.

Table 2 Main Categories And Relational Connotations Formed by Spindle Coding

main category	subcategory
Internal management mechanism is not yet perfect	Obscure rights and responsibilities, unclear division of labor
	Lack of appraisal and talent incentive mechanism
Significant shortage of internal resources	Insufficient policy support
	Limited number of social work professionals

	Few sources of funding
Professional ability and technical shortcomings are obvious	Single and limited service
	Insufficient professionalism, service effect needs to be improved
	The epidemic has brought social organizations into a period of transformation
The external ecological environment is still not perfect	The government lacks trust in social organizations
	Contradictions between subjective wishes and objective facts
	The role is not clear, the position is awkward
The multi-coordination and linkage mechanism has not yet been established	Duplication of work by all parties, resulting in waste
	Lack of communication and cooperation
	The behavior of social organizations goes against the will of the government
	The parties are meaningless to compete for consumption of resources
Lack of good social cognitive culture	Lack of influence and credibility
	Residents pay less attention to community affairs
	Insufficient consideration of the actual needs of residents

(3) Selective coding

Selective coding is to further clarify the internal relationship between the main categories on the basis of the main axis coding, abstract interpretation according to the logical order, extract the core categories, and form a complete story chain. The author extracted the core category “social organization participation dilemma”, and clarified its internal connection with the above six main categories, so as to make the theoretical construction clear, as shown in Figure 1.

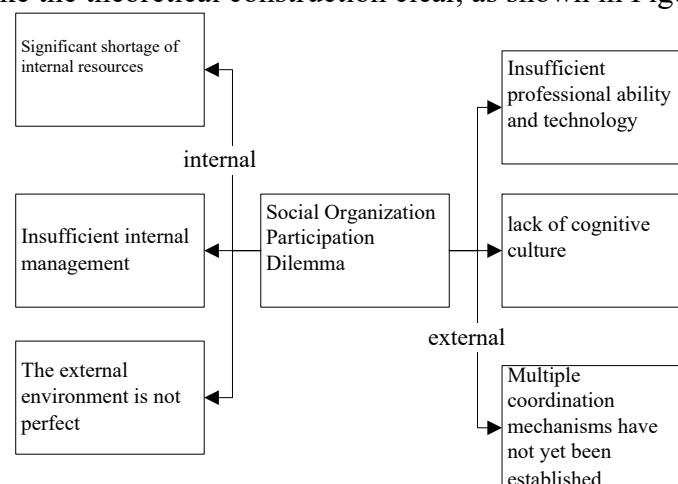


Fig.1 Frame Diagram of the Constraints of Social Organizations' Participation in Emergency Governance

5. Analysis of Restrictive Factors for Social Organizations to Participate in Emergency Management

Based on the above analysis, in the grassroots emergency management of public health emergencies such as the new crown epidemic, the dilemmas faced by social organizations can be summarized as internal and external dilemmas.

(1) Internal Dilemma

① The internal management mechanism has not been perfected

The unique role played by social organizations in emergency governance largely depends on the internal management of the organization. At this stage, social organizations in our country have problems such as low service efficiency and deviation of service goals from organizational structure to personnel division, from fund-raising model to project operation process. Even social organizations that are participating in community emergency management will have problems such as poor project execution and low work efficiency due to poor internal management, which will ultimately affect the credibility of social organizations.

② There are obvious shortages of internal resources

The emergency function of social organizations is based on resources, and the inherent characteristics of non-profit and voluntary social organizations make the acquisition of resources mainly depend on the outside world. However, although many policies in recent years have clearly expressed their stance on supporting social organizations, in specific practice, many localities do not have normative guidelines and plans for their support and construction, indicating that their level of support needs to be further improved. In the end, it created a situation of lack of human, financial and material resources, making it difficult for social organizations to “play the lead” in grassroots emergency governance.

③ Professional ability and technical shortcomings are obvious

The problem of specialization is a major obstacle to improving the emergency response capabilities of social organizations, and it is reflected in the shortcomings of comprehensive capabilities and professional capabilities. Comprehensive ability refers to the literacy of social organization members in interpersonal interaction, understanding of tasks, solidarity and cooperation, etc., which determine the upper limit of organizational development; professional ability refers to the literacy of providing a certain type of special service, which is the source of the organization to improve emergency response efficiency. During the epidemic, the lack of medical and psychological professional social workers in social organizations is an important reason that hinders their participation in community emergency management. If it is not transformed and upgraded in time, it will be difficult for social organizations to adapt to the complex, comprehensive and normalized emergency governance pattern in the future.

(2) External environment

① The external ecological environment is still not perfect

As a third-party subject independent of the government and enterprises, social organizations are an important supplementary force in the government-led emergency governance system. However, the external bad ecological environment has not given enough space for social organizations to grow. Administrative intervention by the government, exclusion from grassroots communities, and competition in the market all restrict social organizations. The role of social organizations is gradually blurred, the status tends to be awkward, and the space for functioning becomes limited. The imperfect external environment further exacerbates the status quo of its small number and small scale, which eventually leads to the absence of its subjectivity.

② Multiple coordination and linkage mechanism has not been established

Social organizations do not play an isolated role in the emergency governance system, but as a special force participates in the emergency governance coordination mechanism led by the government and cooperating with all social parties. However, under the current situation, the multi-coordination and linkage mechanism has not been effectively established, the government has not fully played the role of “connector”, all parties lack the awareness of cooperation, and social organizations have not effectively integrated resources and other problems, resulting in repeated work and poor connection in emergency management. There is an endless stream of just-in-time phenomena.

③ Lack of good social cognitive culture

Social organizations have not been fully recognized by the public in practice. In the final analysis, a good cognition culture of social organizations has not been formed. On the one hand, social organizations have poor communication and coordination with residents in practice, leading to prejudice among residents. The survey found that most residents do not understand the existence of social organizations around them, and are not interested in the activities they hold; residents have difficulty distinguishing between social organizations and the government, and consider them to be government-affiliated institutions; conflict. On the other hand, the lack of propaganda makes residents have very limited channels to understand social organizations.

6. Thoughts on Improving the Effective Path for Social Organizations to Participate in Emergency Management

(1) Improve the internal management mechanism and provide strong organizational support for emergency management

A sound internal management mechanism is the foundation for the effective operation of social organizations. Provide strong organizational support for emergency management by coordinating various relationships within the organization. First, develop a clear strategic mechanism. Social organizations should formulate clear strategic goals and conduct target management, then reflect on and test strategic results, and adjust strategic deployments in a timely manner through feedback, so as to keep pace with the times and guide organization members to better meet the needs of community emergency governance.

Second, establish a strict self-discipline mechanism. Effectively maintain the internal order of the organization through strict rules and regulations, create a clean and civilized organizational atmosphere, and promote the realization of the organization's public welfare goals; establish an audit and inspection and supervision system to prevent major mistakes in the organization and facilitate the sustainable development of the organization. Finally, develop an effective assessment mechanism. Social organizations should formulate a fair performance appraisal system. It is necessary to pay attention not only to the screening function of assessment, to urge members to maintain a good working attitude, but also to the promotion role of assessment, so as to reward and improve the enthusiasm of members and provide strong talent support for emergency management.

(2) Broaden resource acquisition channels and fully meet the material needs of emergency resources

First, increase government funding. The public welfare of social organizations determines that their main source of resources is external support, especially government funding, which is a necessary condition for the development and growth of social organizations. Therefore, the government should give social organizations resource support in policy and action.

Second, improve the tissue hematopoietic capacity. If social organizations want to grow into emergency subjects with independent problem-solving and service capabilities, they should improve their self-hematopoietic capabilities-self-creation, conservation and resource allocation. By recruiting economics talents, and then by incubating projects, attracting social investment to realize the self-creation of resources, and finally rationally planning the use, recycling and redistribution of resources.

Finally, build a platform resource network. Social organizations should build a platform network for resource sharing and circulation. The first is to prevent in advance, usually you can connect with the government and make good reserves; in the process, it is necessary to establish contact with medical and living material suppliers in time to obtain materials, and to circulate resources with other organizations and communities; the last is to supplement after the event. , do a good job of replenishing post-disaster resources to deal with future crises.

(3) Strengthen the construction of social organizations and improve the quality of emergency management professionals

First, establish and improve the mechanism of "cultivating talents". The mechanism should not only build on the existing capabilities of social workers and carry out training work step by step, but also take into account the development direction and stage of the organization, selectively develop capabilities, and pay special attention to timely updating according to the situation.

Second, actively implement the strategy of "introducing talents". Organizations should have a proper understanding of the external talent market. In the short term, foreign aid talents can effectively solve the "urgent need" and maintain the credibility of the organization; in the long run, fresh blood injects new vitality into the organization, promotes exchanges and learning between talents, and has positive significance for the long-term construction of social organizations' emergency management capabilities.

Finally, implement the policy of "retaining talents". At the material level, an effective incentive mechanism can improve the living standards of talents; at the emotional level, a warm

organizational culture can cultivate talents' sense of belonging to the organization; at the growth level, a broad growth space can enhance the stickiness of talents.

(4) Create a favorable external environment and broaden the channels for social organizations to participate in emergency management

First, clarify the “boundary” of government responsibilities. By clarifying its own power boundaries, the government finds a balance between support and intervention, supports but does not intervene within the scope of power, and truly does not “absence”, “offside” or “misplacement”, so that social organizations can Participate in grassroots emergency management with a more independent and independent attitude.

Second, avoid “xenophobia.” From the perspective of the interaction between the community and society, because the community is out of the concept of self-protection. However, under the emergency response system in the new era, communities and residents should abandon the concept of “exclusiveness”, actively carry out emergency-related cooperation with social organizations, and open channels for social organizations to participate in emergency management.

In the end, a multi-party consensus is formed. Promote effective coordination between social organizations and governments, communities, and medical institutions to reach consensus. By building an information sharing platform, each emergency subject can clearly understand the status and role of himself and other subjects in emergency management.

(5) Adhere to the leadership of party building, enhance institutional supply, and establish a coordinated emergency response mechanism

First, strengthen the leadership of party building. By strengthening the leadership of party building, improving policy platforms, enhancing policy support, issuing administrative normative documents, and adhering to system-leading norms, the requirements of supporting social organizations to participate in emergency management and forming a multi-subject linkage emergency mechanism have been raised to a higher level.

Secondly, increase policy support and achieve complementary advantages in the supply of policies. Local emergency management departments take the lead, coordinate relevant functional departments, and jointly improve the efficiency of emergency management.

Finally, improve the legal protection. The legalization of emergency governance is an inevitable requirement for emergency governance under the new situation in my country. Through measures such as emergency experts' suggestions and drafting of relevant provisions, the corresponding legal guarantees have been improved, and the status and role of social organizations in emergency governance have been determined in the form of law.

(6) Improve the enthusiasm of public participation and enhance the atmosphere of social recognition

First, promote the establishment of a new type of government-community relationship. The government needs to release the “signal” to encourage social organizations to participate in emergency management, which can be achieved by actively purchasing services and promulgating rules and regulations. At the same time, social organizations maintain their own independent subjectivity in cooperation with the government, advocating a cooperative rather than a dominant political-social relationship.

Second, establish the awareness of building a distinctive brand. The establishment of social organization brand also means the establishment of trust relationship [12]. Social organizations have created a good organizational image through brand building measures such as brand logo design and concept popularization, and deeply rooted their public image of actively participating in emergency management in the hearts of the public.

Finally, use emerging media to enhance publicity. Social organizations can increase their popularity by publishing videos or articles showing the organization's emergency response capabilities on online platforms, and integrate into public life. .

7. Summary

This paper follows the specific operating procedures of grounded theory, coding to obtain 35

local concepts, compiling them into 24 initial categories, forming concepts, logging in step by step, establishing connections, and obtaining a core category and six main categories. By clarifying the inner relationship between the core category and the main category, the theoretical construction with explanatory power is gradually clear. Finally, a theoretical model of factors affecting social organizations' participation in community emergency governance is constructed, and two dilemmas, internal and external, are obtained according to the attribute distinction. Starting from the elimination of the double dilemma, the study draws six countermeasures to promote the establishment of an effective mechanism for social organizations to participate in emergency management, and ultimately promote the development of my country's emergency management mechanism.

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