

# The Value Logic, Practical Bottlenecks, and Promotion Strategies of Community Emergency Culture Construction

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**Abstract:** As the complexity of risks in modern society continues to intensify, the community, serving as the frontline in disaster prevention and mitigation, sees its emergency culture construction level directly influencing the effectiveness of the national emergency management system. This paper delves into the multiple value logic of community emergency culture construction, systematically analyzes the existing practical bottlenecks, and proposes targeted promotion strategies. Currently, community emergency culture construction faces multiple challenges, including insufficient collaboration among stakeholders, simplistic content and forms, uneven resource allocation, and a lack of institutional safeguards. To advance community emergency culture construction, it is essential to establish a governance framework featuring multi-stakeholder collaboration, innovate cultivation methods that integrate culture and technology, strengthen material and human resource support, and establish scientific, long-term operational mechanisms, thereby comprehensively enhancing the level of community resilience.

**Keywords:** community emergency culture, value logic, practical bottlenecks, promotion strategies

## 1. Introduction

Human society today exists in an era where risks are omnipresent, and frequent crises have become a defining hallmark of our times. Since the 21st century, the frequent occurrence of global emergencies has not only posed serious threats to social development and the safety of people's lives but has also presented enormous challenges to risk management and emergency governance for governments worldwide<sup>[1]</sup>. With the deepening of globalization and the continuous advancement of science and technology, various safety challenges emerge endlessly, exerting unprecedented pressure on nations and societies. From the perspective of the developmental characteristics of modern risk society, cities universally face issues such as a wide variety of emergencies, high frequency of occurrence, and extensive impacts<sup>[2]</sup>. As the grassroots unit of social governance, the community often serves as the "first response unit" that obtains information and initiates countermeasures when a crisis occurs. Its emergency response capability directly determines the effectiveness of emergency management and the extent of losses incurred. Advancing the modernization of the national security system and capabilities, improving the emergency management system, and steadfastly implementing the overall national security concept have become crucial directions for national governance. This concept emphasizes the comprehensiveness and integration of national security, regards security as a primary government responsibility, and incorporates it into the overall framework of national development<sup>[3]</sup>. As a vital component of the emergency management system, emergency culture represents the core essence of enhancing emergency capabilities. Research on community emergency culture construction holds significant theoretical and practical importance for enriching the theoretical system of emergency management, strengthening public awareness of risk prevention, improving the public's ability to cope with crises, and solidifying the foundation of national social governance. However, the construction of community emergency culture in China currently remains in an exploratory stage, lacking systematic theoretical guidance and facing numerous practical challenges.

## **2. The Value Logic of Community Emergency Culture Construction**

### ***2.1 Theoretical Value: The Foundation of National Security and Emergency Management***

From a theoretical perspective, the construction of community emergency culture represents a crucial embodiment of the overall national security concept at the grassroots level and serves as the foundation for improving the emergency management system. As a unique medium connecting different societal structures, emergency culture can permeate all aspects of human life, providing support for the development of social life and endowing communities with greater vitality and cohesion. Based on organizational culture theory, community emergency culture can be divided into four levels: the core conceptual layer (values and beliefs), the intermediate institutional layer (norms and standards), the manifest behavioral layer (behavioral patterns), and the external support layer (material safeguards), forming a complete cultural system. Furthermore, community emergency culture constitutes a concrete practice of resilience governance theory at the community level. Resilience governance emphasizes a system's capacity to respond to disturbances, adapt to changes, and recover rapidly. Community emergency culture significantly enhances a community's adaptive and recovery capabilities by cultivating residents' risk awareness, self- and mutual-aid skills, and emergency psychological preparedness. Moreover, it can strengthen urban risk governance capabilities and emergency management levels by empowering governmental resilience, market resilience, social resilience, and citizen resilience, thereby promoting the development of emergency governance for unexpected incidents towards informatization, intelligence, and digitalization<sup>[4]</sup>. Research indicates that the three dimensions of time, space, and materials constitute the entire resilience ecosystem of community emergency response, with adaptive initiation, self-organization, and resource strategies forming the operational logic of community emergency actions. Therefore, strengthening the construction of community emergency culture is, in essence, about enhancing community resilience and consolidating the social foundation of national security.

### ***2.2 Practical Value: The Key to Enhancing Grassroots Emergency Response Capabilities***

From a practical perspective, the construction of community emergency culture serves as a crucial means to achieve the strategic shift in emergency management of "moving the focus forward and downward." By fostering a community emergency culture, the focus of emergency management can transition from post-event response to pre-event prevention and from government-led initiatives to multi-stakeholder participation, thereby truly embedding emergency management work at the grassroots level. The practical implementation of the standardized emergency service station model demonstrates that such a model can function as a "forward outpost" for risk inspection and hazard reporting, as well as a "first response unit" for the initial handling of emergencies, effectively enhancing the grassroots capacity to address safety hazards. Furthermore, community emergency culture can significantly improve residents' emergency literacy and response capabilities. Through systematic awareness campaigns, education, training, and drills, residents can acquire fundamental knowledge and skills for disaster recognition, prevention, and avoidance, transforming from protected subjects into proactive responders. Diversified disaster prevention and mitigation awareness activities, promoted through dual channels of "entering schools" and "entering communities," enable teachers, students, and residents to gain an intuitive understanding of key prevention points for common disasters, thereby strengthening awareness of "disaster recognition, prevention, and avoidance."

### ***2.3 Contemporary Value: An Inevitable Choice in the Context of a Risk Society***

The world today is undergoing unprecedented changes unseen in a century, where various traditional and non-traditional security risks are intertwined. Public emergencies are characterized by increasing frequency, expanding scale, and growing destructive power. Particularly under the impact of major public health events, the community, serving as the frontline of emergency management, finds its emergency response capability directly influencing the effectiveness of incident management. Advancing the construction of community emergency culture and enhancing the community's capacity to respond to major public emergencies has become an inevitable requirement for the modernization of the national governance system and governance capabilities. Simultaneously, with the acceleration of urbanization in China, urban systems are becoming increasingly complex, leading to a corresponding rise in systemic risks. As the fundamental unit of the city, the safety and stability of the community are directly linked to the overall operation of the city. Strengthening the construction of community emergency culture and building safe, resilient communities constitute a strategic choice for addressing

urban risk challenges and ensuring sustainable urban development. The exploration of innovative models for grassroots emergency management through the construction of community emergency service stations in megacities provides a valuable reference for other regions.

### **3. Practical Bottlenecks in Community Emergency Culture Construction**

#### ***3.1 Single Cultivation Entity and Insufficient Multi-stakeholder Collaboration***

On one hand, entities such as community neighborhood committees, social organizations, and community residents often participate passively, lacking initiative and creativity. In some areas, the cultivation of community emergency culture suffers from the issue of "over-administration of cultivation entities," where the government dominates the entire process of fostering emergency spiritual culture, institutional culture, and behavioral culture, resulting in a lack of autonomy for the community. On the other hand, market entities face obstructed participation channels, and social forces such as enterprises and property management companies have not been effectively integrated. In the construction of emergency culture in some communities, there exists the problem of "low initiative in community enterprise participation," and a multi-participatory framework has yet to take shape. This single-entity advancement model not only increases the administrative burden on the government but also struggles to meet the diverse needs of different communities. This leads to a disconnect between emergency culture construction and the actual conditions of communities or the needs of residents, ultimately undermining the effectiveness of these efforts. Particularly in resource-limited rural communities, progress in cultivating emergency culture is even slower, which significantly hampers the pace of rural cultural revitalization and the improvement of emergency response capabilities among rural residents.

#### ***3.2 Outdated Formats and Content, Lacking Specificity and Practical Effectiveness***

In terms of publicity methods, traditional approaches such as distributing pamphlets, posting posters, and holding lectures are predominantly used, which lack interactivity and appeal. Research findings from some communities indicate that the construction of community emergency culture suffers from the issue of "outdated emergency culture publicity formats and content lacking specificity." Regarding publicity content, the focus is mostly on the dissemination of general emergency knowledge, failing to incorporate targeted designs based on the specific risk profiles and resident demographics of individual communities. Communities with different geographical environments, population structures, and building characteristics face significantly different types of risks and emergency needs; however, the content for cultivating emergency culture is often uniform and stereotyped. Furthermore, emergency training and drills also suffer from problems of being merely procedural and lacking practical effectiveness. On one hand, emergency drills are often conducted according to fixed scripts, lacking authenticity and challenge. On the other hand, low resident participation makes it difficult to establish large-scale, regularized drill mechanisms.

#### ***3.3 Uneven Resource Allocation and Insufficient Material and Human Resource Support***

In terms of material resources, insufficient emergency funding is a widespread issue. Analysis of the causes behind problems in emergency culture construction in some communities explicitly identifies "insufficient emergency funding" as a key contributing factor. Additionally, the singularity of emergency material reserves and the fragility of communication systems are prominent problems. Relevant research has found that communities suffer from single emergency material reserves and fragile communication systems, leading to a lack of adequate emergency communication methods during crises. Regarding human resources, a scarcity of professionals is a critical factor constraining the construction of community emergency culture. Firstly, most community emergency personnel hold part-time positions and lack professional competency. Secondly, emergency volunteer teams often lack professionalism, suffering from a deficiency in systematic training and practical experience. Some communities specifically face the problem of "emergency volunteer teams lacking professionalism." Although community cadres have participated in certain emergency training, the types of training are relatively concentrated and lack comprehensiveness and systematic structure. This shortage of professional talent directly limits the professional standard and sustainable development capacity of community emergency culture construction.

### ***3.4 Incomplete Institutional System and Lack of Long-term Mechanisms***

Firstly, the community emergency institutional system is unsound. The problem of "an incomplete emergency institutional system" exists in the construction of emergency culture in some communities, and relevant research also points out that "an incomplete institutional system and the absence of long-term mechanisms" constitute a significant shortcoming in community disaster prevention and mitigation work. Secondly, the risk assessment component is missing. The work of community risk hazard investigation and assessment lacks professionalism, which hampers the entire community's disaster prevention and mitigation efforts. Without scientific risk assessment, emergency culture construction lacks specificity and precision. Thirdly, incentive mechanisms are imperfect, making it difficult to motivate the enthusiasm of multiple stakeholders for participation. Analysis of the causes behind problems in some communities identifies "a lack of effective incentive measures" as one of the reasons for the low initiative of community enterprises in participating. Fourthly, there is a lack of supervision and evaluation mechanisms. There is an absence of scientific evaluation indicators and feedback mechanisms to assess the effectiveness of community emergency culture construction.

## **4. Promotion Strategies for Community Emergency Culture Construction**

### ***4.1 Improving the Multi-stakeholder Collaborative Governance Framework***

It is essential to break the singular government-led model and establish a construction model characterized by "government departments taking the lead, social organizations providing support, and community residents actively participating," thereby forming a pattern of multi-stakeholder collaborative governance. Starting from the fundamental national conditions, the response strategies of local government emergency management departments to major emergencies are not achieved overnight; they continuously develop and improve within specific social contexts and under objective conditions<sup>[5]</sup>. Firstly, the role of the government should be clearly defined, transitioning from a "dominant actor" to a "guide" and "service provider." The government should primarily be responsible for formulating plans and policies, providing financial support, and conducting supervision and evaluation, rather than directly intervening in specific affairs. Improvement strategies for the emergency culture cultivation model emphasize that the government should play a "normative and guiding" role. Secondly, it is crucial to strengthen the overall coordination function of the community neighborhood committee. As a community self-governing organization, the neighborhood committee should act as a bridge connecting the government and residents, actively organizing and carrying out emergency culture construction activities. The role of "community neighborhood committees: actively organizing" must be clearly established. Thirdly, it is important to stimulate residents' sense of agency and guide them from passive to active participation. This can be achieved by establishing systems such as a resident emergency volunteer service point system or family emergency capability ratings to enhance residents' motivation to participate. Community optimization pathways include "innovating incentive mechanisms" to mobilize resident participation through institutional design. Fourthly, social forces should be guided to participate in an orderly manner. Property management enterprises, organizations stationed within the community, and professional social organizations should be encouraged to leverage their respective strengths and participate in emergency culture construction. Successful community emergency management system constructions often fully integrate social resources such as property management, enterprises, and volunteers, forming a favorable pattern of "government leadership, social collaboration, and multi-stakeholder participation."

### ***4.2 Innovating Cultivation Methods through Cultural Integration***

It is necessary to move beyond traditional, singular publicity methods by promoting the integration of culture and technology to create precise and diverse approaches for cultivating community emergency culture. Firstly, promoting the integration of emergency science popularization with culture can enhance attractiveness and impact. Innovative models for emergency science popularization publicity fully merge traditional culture with safety awareness campaigns through the "culture + science popularization" format. By utilizing forms favored by the public, they disseminate safety knowledge, thereby gaining residents' welcome and recognition. Secondly, innovating the forms of publicity and education can improve interactivity and practical effectiveness. Methods such as case-based teaching, scenario simulation, and interactive experiences can be adopted to allow residents to learn through participation. Effective community emergency awareness campaigns combine "theory

“+ practice” and “experience + interaction,” incorporating multiple elements such as evacuation drills, equipment operation practice, skill competitions, and publicity Q&A sessions to comprehensively enhance residents’ emergency literacy. Modern disaster prevention and mitigation awareness activities adopt a combined “online + offline” approach. While utilizing traditional publicity, they actively employ digital channels to push electronic disaster prevention science materials, thereby expanding the breadth and depth of publicity. Thirdly, conducting differentiated emergency training and drills is crucial. Based on the risk characteristics and resident demographics of different communities, personalized training content and drill plans should be designed. For communities with a concentration of special populations, the focus should be on targeted emergency assistance content. For communities surrounding schools, emergency risk-avoidance education for student groups should be strengthened. For communities in high-risk areas, emphasis should be placed on specific disaster prevention content. The construction of a community emergency service system should adhere to the principle of “combining standardized construction with personalized development,” encouraging communities to proceed pragmatically by “tailoring measures to local conditions” according to differences in scale, risk profiles, and resource availability.

#### ***4.3 Strengthening Resource Support in Materials and Personnel***

Increasing resource investment is essential to solidify the material and human resource foundation for community emergency culture construction, as the efficient utilization of emergency resources and the effective operation of emergency responses are crucial<sup>[5]</sup>. Firstly, it is vital to strengthen financial support by establishing a diversified funding guarantee mechanism with government investment as the mainstay and social capital as a supplement. The provision of financial support and basic resource backing by the government constitutes effective policy in crisis situations<sup>[6]</sup>. Successful constructions of community emergency management systems often enhance efficiency through the integration of mechanisms and resources. This includes securing special fund support and distributing emergency rescue equipment, thereby significantly improving the level of equipment support. Secondly, it is necessary to improve the reserve of emergency supplies and the allocation of equipment. Necessary emergency rescue equipment and materials should be provided according to the actual needs of the community, and sharing mechanisms should be established. Effective emergency management models achieve optimized resource allocation through the sharing of emergency equipment. For special risk areas, specialized emergency rescue equipment should be allocated, and professional teams and equipment should be integrated to compensate for the community’s capability gaps in specific disaster prevention and control. Thirdly, strengthening the development of talent teams is key to raising the level of professionalism. At the macro level, the status of human resources not only determines the supply level of human capital in a region but also determines the capacity of the regional government’s environmental carrying capacity<sup>[7]</sup>. On one hand, professional training for community emergency staff should be enhanced to improve their emergency management and organizational coordination capabilities. On the other hand, the emergency volunteer force should be cultivated and expanded, with their professional competence elevated through systematic training and practical drills. Exemplary communities have significantly improved the emergency response capabilities of community grid personnel, property management staff, and security personnel through a model of “professionals guiding amateurs.” A multi-level emergency team formation model should be established, creating a collaborative framework characterized by “emergency personnel leading inspections, fire professionals providing guidance, militia assisting with control, and volunteers offering auxiliary services.”

#### ***4.4 Establishing Scientific and Long-term Operational Mechanisms***

It is imperative to establish and improve the institutional system and long-term mechanisms for community emergency culture construction to ensure its sustainable development. Firstly, the community risk assessment system must be enhanced to provide a scientific basis for emergency culture construction. The strengths of professional institutions can be leveraged to assist in community risk assessment work, ensuring the normalization and systematization of community risk hazard inspections. The key content and direction for emergency culture construction should be determined through the scientific identification of various risks faced by the community. Secondly, it is necessary to improve emergency regulations and standards to increase the specificity and operability of emergency response plans. Communities should formulate concise and clear emergency response plans that define emergency procedures, division of responsibilities, and response measures, and continuously optimize them through regular drills. Community optimization pathways include “improving the content of emergency response plans” to enhance their practicality. Thirdly, a

multi-faceted incentive mechanism should be established to motivate all parties to participate. Incentives such as honorary recognition, material rewards, and service points can be provided to communities, organizations, families, and individuals who actively participate in emergency culture construction, thereby creating a positive incentive effect. Analysis of the causes of related problems indicates the need to adopt effective incentive measures to increase the initiative of community enterprises in participation. Fourthly, a supervision and evaluation mechanism should be constructed to scientifically assess the effectiveness of community emergency culture construction. Drawing on cultural hierarchy theory, an evaluation indicator system can be built from the four dimensions of core concepts, institutional norms, behavioral performance, and material support. Regular evaluations should be conducted to promptly identify issues and implement improvements. Improvement strategies for the community emergency culture cultivation model emphasize the need to refine the "evaluation and monitoring mechanism."

## 5. Conclusion

The construction of community emergency culture is a foundational project for improving the national emergency management system and enhancing grassroots emergency capabilities. It holds significant importance for advancing the modernization of the national security system and capabilities. This paper has systematically analyzed the value logic of community emergency culture construction: it serves as the foundation for the overall national security concept and the emergency management system; it is the key pathway to enhancing grassroots emergency capabilities and achieving the strategic shift in emergency management of "moving the focus forward and downward"; and it is an inevitable choice for addressing the challenges of a risk society and promoting the modernization of governance. Currently, the construction of community emergency culture in China faces four major practical bottlenecks: a single cultivation entity with insufficient multi-stakeholder collaboration; outdated forms and content lacking specificity and practical effectiveness; uneven resource allocation and insufficient material and human resource support; and an incomplete institutional system lacking long-term mechanisms. These bottlenecks constrain the quality and effectiveness of community emergency culture construction. Promoting community emergency culture construction requires systematic strategies: building a multi-stakeholder collaborative governance framework to achieve co-construction, shared governance, and mutual benefits; innovating cultivation methods through cultural integration to enhance specificity and attractiveness; strengthening resource support in materials and personnel to solidify the foundation for construction; and establishing scientific, long-term operational mechanisms to ensure sustainable development. Community emergency culture construction is a long-term and systematic endeavor, requiring the sustained joint efforts of the government, communities, residents, and various social stakeholders. In the future, with the development of practice, community emergency culture construction will place greater emphasis on technology empowerment, precise policy implementation, and multi-stakeholder collaboration. This will continuously improve community resilience and lay a solid foundation for building safe, resilient cities and advancing the modernization of the national security system and capabilities.

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