

# **Building a Learning Community & Body of Knowledge: Implementing a Whole Community Approach to Emergency Management**

## Project Report\*

Developed by:  
Centers for Disease Control and Prevention (CDC)  
CDC Foundation  
October, 2013

\*This report was developed by the Learning Office within the Office of Public Health Preparedness and Response (OPHPR) of the Centers for Disease Control and Prevention (CDC). The findings and conclusions in this report are those of the authors and do not necessarily represent the official position of the Centers for Disease Control and Prevention.

## TABLE OF CONTENTS

	<b>Page</b>
<b>Introduction</b>	<b>3</b>
<b>Project Description</b>	<b>4</b>
Identification & Selection of Promising Examples	4
CDC & CDC Foundation Activities	5
Promising Examples' Subcontract Activities	6
<b>Whole Community Learning Findings</b>	<b>7</b>
Fostering a Whole Community Approach	7
Promising Examples' Best Practices & Advice	9
<b>Discussion &amp; Recommendations</b>	<b>10</b>
Reflections on the Project	10
Reflections on Whole Community Learning	13
Limitations	15
Recommendations	15
<b>References</b>	<b>16</b>
<b>Appendices</b>	<b>17</b>
Appendix A: Project Logic Model	17
Appendix B: Breakdown of Project Costs	18
Appendix C: Criteria for Identifying Promising Examples	19
Appendix D: Identification & Selection of Promising Examples: Process Flow	20
Appendix E: Potential Promising Examples Organized by Stages of Change: Rating Worksheet	21
Appendix F: Learning Plan	23
Appendix G: Project Implementation Feedback	25
Appendix H: FEMA Whole Community Approach Workshop Agenda	26
Appendix I: FEMA Whole Community Approach Workshop Evaluation Results	28
Appendix J: Sample of Whole Community Blog	29
Appendix K: Overview of Do1Thing Emergency Preparedness Program	31
Appendix L: Overview of Emergency Kit Cook-Off	32
Appendix M: Overview of the Independent Living Center, Inc.	33
Appendix N: Overview of EvacuSpots	34
Appendix O: Overview of Project Wildfire	35
Appendix P: Overview of Partners in Preparedness	36
Appendix Q: Overview of Resilient Diamond Heights Project	37

## INTRODUCTION

### BACKGROUND

The traditional approach to disaster preparedness and response in the United States relies heavily on government. Although the federal government will continue to function within this capacity, it is recognized that government alone is not sufficient to meet the challenges and needs of a catastrophic event.<sup>1</sup> In an attempt to engage the broader community in preparing for and responding to disasters, FEMA has developed its whole community approach to emergency management. The whole community approach states that preparing for, mitigating, responding to, and recovering from a disaster requires a method in which the entire community is empowered to work together as partners within government, non-profit, and the public and private sector. The principle of a whole community approach to emergency management appears throughout FEMA's Strategic Plan for Fiscal Years 2011-2014 and is most clearly identified under Initiative 1, which calls for fostering a whole community approach to emergency management nationally.<sup>2</sup>

The Federal Emergency Management Agency (FEMA) Office of Policy and Program Analysis (OPPA) requested that the CDC Foundation, in partnership with the Centers for Disease Control and Prevention's (CDC) Office of Public Health Preparedness and Response (OPHPR), contribute to the development and implementation of its whole community approach to emergency management.

### PROJECT OVERVIEW

The objectives of the project were as follows:

- **Building a Learning Community for Disaster:**  
To identify and promote examples of existing community efforts that exemplify a whole community approach to preparedness and emergency response for the purpose of informing potential, recommended methods for other communities
- **Conduct of Targeted Evaluation & Demonstrations of Community Engagement Initiatives:**  
To award, publicize, and learn from select community initiatives that reflect and embody key principles of a public engagement strategy to build emergency preparedness and resilience

A logic model was developed to serve as a roadmap for the project and visually describe the relationship between its activities and outputs; anticipated outcomes and impact are also shown (see Appendix A). The expectation for the project was that promising examples of existing community efforts would be identified and publicized. Promising examples would be funded through subcontracts to continue or improve their own, local efforts while serving as "living laboratories." From the project's inception, it was anticipated that all activities would build and strengthen partnerships, empower local action, celebrate community work, and ultimately create a collective body of knowledge to inform the whole community movement.

The period of performance for the contract was September 30, 2011 through September 29, 2013. The total cost of the project was \$995,000 (see Appendix B for breakdown of costs). The majority of funding was used for personnel costs associated with the development, implementation, and documentation of the project, and subcontracts with the seven promising examples. Primary project components included: developing the project plan and project-level learning plan; identifying and selecting promising examples of community efforts; awarding and monitoring seven subcontracts; publicizing and celebrating the work of the promising examples; conducting site visits; providing technical assistance; convening an in-person meeting for promising examples to network and share resources; and analyzing and reporting results.

## PROJECT DESCRIPTION

### IDENTIFICATION & SELECTION OF PROMISING EXAMPLES

A “promising example” was defined as an activity, program, or initiative that exemplifies the whole community approach. A promising example

- is an ongoing activity, program, or initiative at the community or local level;
- engages the private and/or nonprofit sectors and the general public, in conjunction with the participation of government partners where appropriate;
- is for the specific purpose of improving a community’s preparedness, response, or resiliency to a disaster or event; and
- embodies the principles and strategic themes of FEMA’s whole community approach to emergency management.

A literature review and environmental scan were conducted to identify potential, promising examples. In addition, inquiries were sent to preparedness and response subject matter experts, CDC and CDC Foundation partners, and points of contact from the Meta-Leadership Initiative<sup>3</sup>. Initially, over 50 promising examples were identified and conference calls were held to learn more about the communities’ efforts; this information was used to align relevant programs to the three principles and six strategic themes of FEMA’s whole community approach to emergency management<sup>1</sup> (see Appendix C). As a result, 13 promising examples were identified for potential subcontract funding and shared with FEMA in June 2012 (see Appendix D for outline of steps within identification and selection process). Using the Stage Theory of Organization Change<sup>4</sup> as an organizing framework, the 13 were rated independently by seven CDC and CDC Foundation staff based on the following criteria: complexity, innovation, impact, sustainability, and ability for replication (see Appendix E for rating worksheet).

As a result of aggregate scores and additional discussions, seven promising examples were invited to apply for subcontracts. Seven applications were received, and conference calls were held with points of contact to review the application and expectations for use of the funding. The following seven programs were awarded subcontracts ranging from \$20,650 to \$50,000 to continue or expand their existing “whole community” work:

	<b>Do1Thing Emergency Preparedness Program</b> Lansing, Michigan
	<b>Emergency Kit Cook-Off</b> Phoenix, Arizona
	<b>The Independent Living Center, Inc.</b> Joplin, Missouri
	<b>EvacuSpots</b> New Orleans, Louisiana
	<b>Project Wildfire</b> Deschutes County, Oregon
	<b>Partners in Preparedness</b> New York, New York
	<b>Resilient Diamond Heights Project</b> San Francisco, California

## CDC & CDC FOUNDATION ACTIVITIES

### Learning Plan

The learning plan was summative in its design and served as a guide for project-level learning (see Appendix F). The three purposes were as follows:

1. to describe how the project was implemented and what was produced in order to inform the development and implementation of similar programs (aligned with Tasks 2 & 4 of the contract);
2. to identify what promising examples produced as a result of the project and describe their short-term outcomes in order to highlight the specific types of activities that foster a whole community approach (aligned with Task 3 of the contract); and
3. to describe what works to engage local groups and stimulate their self-organizing activities in order to provide deeper and more rigorous understanding of how communities can foster a whole community approach (aligned with Tasks 1 & 3 of the contract)

Learning plan questions were informed by FEMA's *A Whole Community Approach to Emergency Management*<sup>1</sup> and the Building a Learning Community and Body of Knowledge: Implementing a Whole Community Approach to Emergency Management Statement of Work.

### Monitoring

The seven promising examples were monitored to ensure appropriate expenditure of funds and adequate progress. The project team scheduled monthly conference calls and encouraged promising examples to share information, highlights of their programs, and feedback on the project (see Appendix G for feedback on project implementation). In addition, the promising examples were held accountable for measuring their own success; CDC provided feedback and suggestions on their self-identified measures of success. CDC also provided technical assistance to communities upon request.



### Site Visits

Between December 2012 and June 2013, the project team conducted one site visit with each of the seven promising examples. The primary purposes of the site visits were to learn from program staff, partners, and participants about history, operations, community relationships, and to understand *how* promising examples implement a whole community approach to emergency management.

### In-Person Workshop

On March 12-13, 2013, 12 individuals representing the seven promising examples attended a one and a half day workshop at the Centers for Disease Control and Prevention (CDC) in Atlanta, Georgia (see Appendix H for workshop agenda). The primary purposes of the workshop were to convene the “thought leaders” to share their programs’ best practices, discuss strategies to replicate, sustain, and build impactful programs, and to provide a networking opportunity for participants to connect with fellow participants, learn about each other’s programs, ask questions, and share experiences.



Throughout the workshop, each of the participants actively contributed to five, hour-long facilitated discussions that explored strategies and best practices in establishing and maintaining programs that exemplify a “whole community.” Participant feedback was solicited on areas such as workshop logistics and value to the programs (see Appendix I).

## Publication & Celebration of Promising Examples

Publication and celebration of the promising examples was a priority for CDC and the CDC Foundation. A comprehensive “whole community” website was developed that included an overview of the project and the seven promising examples, links to partner websites and resources, and an innovative “On the Road” blog that described first-hand accounts of the site visits. In addition, seven blogs were produced in collaboration with the promising examples (see Appendix J for

sample) and posted both on the Whole Community website, CDC’s “Public Health Matters” blog, and the CDC Foundation website. The blogs were also publicized through CDC and CDC Foundation Facebook pages, Twitter, and frequently “re-tweeted” by other organizations (e.g., ABC News’ Chief Health and Medical Editor, Richard Besser). Key findings related to the celebration and publication of promising examples are below:

- 4 promising examples received local media attention acknowledging receipt of subcontract funding
- 3,711 page views to the CDC (n=3,297) and CDC Foundation (n=414) “Whole Community” websites
- 15,474 views to the seven blogs posted to the CDC (n=14,793) and CDC Foundation (n=681) websites

In addition, the promising examples were given opportunities to promote and celebrate their work through CDC-produced webinars, during the in-person workshop, and at other opportunities identified by the project team (e.g., The Resilient Diamond Heights Project team present their whole community work to CDC’s Career Epidemiology Field Officer Program).

## Analysis & Report Development

To inform the learning plan, the project team engaged in informal conversations with promising examples’ stakeholders to learn about their programs during routine monitoring activities (e.g., conference calls), site visits, and during the in-person workshop. Comments were also gleaned through reports submitted at the conclusion of the project. All comments were transferred to Excel and analyzed qualitatively; deductive codes were applied to all comments and aggregated.

Themes with higher frequencies are presented throughout the report. The number of promising examples that stated a particular comment within a theme is identified by the nomenclature “(n=x).” Comments provided by program staff, partners, or customers of a particular promising example within one theme are counted as one unit of analysis; as a result, “n=7” is the maximum result throughout the report. Eighty-seven community members associated with the promising examples contributed.

## PROMISING EXAMPLES’ SUBCONTRACT ACTIVITIES

### Summary and Impact

The promising examples (see Appendix K-Q for overviews) conducted many activities with the subcontract funding. Promising examples either continued their existing work and/or expanded their efforts. Highlights included supporting staff to accomplish various activities and develop products and promoting programs through radio, television, social media, and the distribution of program support tools (e.g., brochures).

### Publication of Promising Examples

CDC Whole Community Website:

[www.cdc.gov/phpr/whole\\_community\\_program.html](http://www.cdc.gov/phpr/whole_community_program.html)

CDC Foundation Whole Community Website:

<http://www.cdcfoundation.org/whole-community-promising-examples>

CDC Public Health Matters Blog:

<http://blogs.cdc.gov/publichealthmatters/>

CDC Foundation Blog:

<http://www.cdcfoundation.org/blog>

Subcontract funding made an impact in the following ways:

- It enabled promising examples to provide actual products or services that they otherwise would not have been able to do (n=6)
- It allowed the promising examples to sustain and expand their work; subcontract funding allowed for the addition of extra staff to accomplish more work and increase time committed to the project (n=4)
- National recognition has increased visibility of the promising examples; as a result, their credibility and commitment to the whole community approach has been heightened (n=3)
- The promising examples have benefited from the network created by the subcontract funding; sharing of ideas and best practices impacts the current work they are doing. (n=3)

*The project has increased our visibility and awareness, has really helped us with credibility, and is an honor to be linked with the CDC, CDC Foundation and FEMA. (Do1Thing)*

*Our program has benefited greatly from the facilitated discussions and idea sharing among the awardees. While each community is obviously different and requires the unique development and approach provided from engaged local community members – it is clear that there are basic elements that can be shared among communities. (PiP)*

## WHOLE COMMUNITY LEARNING FINDINGS

### FOSTERING A WHOLE COMMUNITY APPROACH

#### How do promising examples understand community complexity (ST1)?

- By using a community's available information systems and data at the neighborhood, city, or state-level (e.g., school data, city bus routes, city-conducted surveys; n=7)
- By recognizing and addressing all demographics of a population living, working, or visiting a community; demographics may include vulnerable populations (children, older adults, individuals with access or functional disabilities), those without private transportation, homeless population, refugees, and non-English speaking individuals (n=7)
- By identifying and working closely with community members who can provide specific information about the community, its policies, and its organizations (n=5)
- By acknowledging the culture and the value system of the community (n=5)
- By using differences in levels of preparedness (perceived or actual) as a criterion to target services (e.g., rural versus urban preparedness, younger versus older populations; n=4)
- By becoming a subject matter expert on a community's geographic landscape and potential risks (n=3)

*Art and music are a large cultural part of the city of New Orleans. EvacuSpots will integrate into this already established culture. (EvacuSpots)*

#### How do promising examples recognize the actual needs and collective capabilities of the community (ST2)?

- By being sensitive to the standard challenges within the field of preparedness and response, including citizens' often unreasonable expectations of government assistance in an emergency and frequent distrust in government entities (n=6)

- By using lessons learned from past large-scale disasters, exercises, or smaller events in the community (e.g., After Action Reports; n=5)
- By understanding the various types of services (e.g., medical, social, public health) available within a community, including how they are integrated (n=4)
- By utilizing subject matter experts as consultants to collect, analyze, or report specific information about needs and capabilities (n=3)

*The City Assisted Evacuation (CAE) originated out of a need identified through Hurricane Katrina response. After Katrina, the CAE was put together and “tested” during the Hurricane Gustav response. It was during Gustav that it was identified that volunteers were needed as the city and public safety workforce had been reduced. (EvacuSpots)*

### **How do promising examples foster relationships with community leaders (ST3)?**

- By ensuring that program activities align with the priorities of community leaders, both elected and non-elected (n=6)
- By inviting leaders to play a key role in established, multi-organizational advisory committees (n=6)
- By actively pursuing relationships with leaders who have experienced a past disaster or have a personal connection to preparedness (n=6), or who serve as strong community advocates (n=4)

### **How do promising examples build and maintain multi-organizational partnerships (ST4)?**

- By exchanging resources (e.g., funding, facilities, or promotion) to mutually benefit both partners (n=7)
- By establishing a network through which community partners can connect and collaborate with one another (n=6)
- By seeking partners who have the same community interests as the program (n=6)
- By offering meaningful incentives for partners (n=5)
- By establishing an environment in which partners are encouraged to provide feedback (n=3)

*The partnerships with those who participate in Project Wildfire have been helpful. I can pick up the phone and call the contacts within a neighboring community to alert them that something is going on and vice versa. The group is very open and communicates well. (Project Wildfire)*

### **How do promising examples empower local action (ST5)?**

- By effectively utilizing community leaders and partners as conduits to reach the program’s target population; conduits serve as program extenders by forging connections with hard-to-reach communities, distributing materials, encouraging community participation, and educating peers (n=7)
- By offering incentives to participants (e.g., promotional items, food; n=7), including hosting a formal, community recognition event for participants, volunteers, and staff (n=5)
- By ensuring individuals’ participation in the program is convenient and easy (n=7)
- By serving as a trusted resource for accurate preparedness-related information through websites, in-person trainings or presentations, and written materials (n=7)

*The NEN awards are designed to elevate and celebrate the community leaders. We could not do our job without these people doing what they do every day. (Resilient Diamond Heights)*



- By purposefully holding meetings within local communities (e.g., churches and community centers; n=6)
- By providing needed services such as technical assistance and individual consultation (n=5)
- By tailoring communications to meet the needs of specific audiences (n=5)

*It is important in terms of social capital that we meet with people on their turf, in their neighborhoods. (Project Wildfire)*

### **How do promising examples leverage and strengthen social infrastructure, networks, and assets (ST6)?**

- By effectively using traditional media (radio, television, print) and social media (Twitter, Facebook, LinkedIn) to distribute preparedness messages and promote programs (n=7)
- By utilizing established community groups and existing community efforts to promote programs (n=5)
- Capitalizing on small-scale emergencies to teach lessons in preparedness and response (n=3)
- By integrating into current community initiatives with a goal of infusing preparedness and response (n=3)

*Project Wildfire utilizes pre-existing groups to get the message out. It does not matter if it is in a church, back yard, or neighborhood watch. For example, there is a Boy Scout leader in La Pine who sends messages through her group. (Project Wildfire)*

### **PROMISING EXAMPLES' BEST PRACTICES & ADVICE**

#### **What topics or content areas should be included in a curriculum designed to teach others how to engage the "whole community?"**

- Step-by-step instructions on when and how to engage, manage, and sustain relationships (n=5)
- Instruction on emergency management, including the Incident Command Structure and general principles related to preparedness, response, recovery, and resilience (n=3)
- Guidance on how to discover and leverage existing community data sources, programs, and other existing community efforts (even if not related to emergency management) for whole community purposes (n=2)
- Guidance on how to empower a community or individuals by giving them appropriate tools and resources to decrease reliance on government entities (n=2)

Other suggested topics included lessons in program management, communications, how to discover and sustain funding opportunities, and use of social media.

#### **How can promising examples be sustained over time?**

- Diversify the program's funding, by conducting fundraising efforts within the community, looking to private sector partners for financial support, or developing systems to find and track new funding opportunities (n=5)
- Transfer or share leadership duties, both at the program and community level, in an effort to institutionalize the program (n=5)
- Consistently emphasize the need for the program and why the program matters within the community through the use of success stories and metrics (n=5)

- Ensure the program has buy-in and support from elected officials (n=2)

### **How can promising examples be replicated for use in other communities?**

Five of the promising examples were given supplements to their original subcontract funding for \$20,000 to develop a toolkit to document their program for potential replication in other communities. The toolkits will provide resources and easy-to-read steps to assist another community interested in starting their own version of the program. The toolkits will be completed in October 2013, and are not included in this report.

### **What advice do promising examples have for other communities wanting to replicate their programs?**

- Ensure that Emergency Management is aware of the program and engaged as a partner (n=7)
- Establish a vision from the beginning of the program, accompanied by strong program plans, goals, and necessary staffing support (n=5)
- Apply the general framework of the program and customize it to the local target community, accounting for the type of risks likely in a community and its needs (n=3)
- Utilize materials, toolkits, and other information publicly available to avoid duplication of efforts (n=2)
- Leverage the promising examples' national partners who may be willing to assist the replicated program through their local chapter (e.g., American Red Cross, City Year; n=2)

### **What challenges do promising examples encounter?**

- Insufficient funding (n=7)
- Measuring and tracking program success (n=6)
- Generating and maintaining interest of partners and participants over time (n=5)

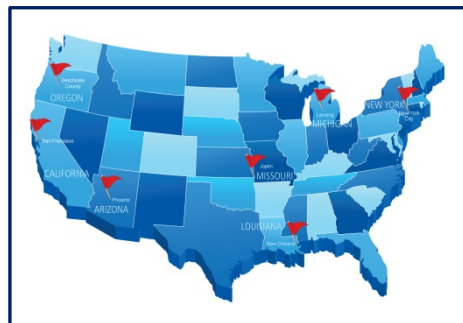
## **DISCUSSION & RECOMMENDATIONS**

### **REFLECTIONS ON THE PROJECT**

#### **Fostering a Whole Community Approach**

FEMA's whole community approach was not only the guiding principle for the promising examples, but also of the project itself. FEMA's published materials were studied and principles and themes were applied to the selection and funding process. In addition, whole community verbiage was frequently used and encouraged among promising examples; replication and sustainability of efforts were common project themes. Project activities were purposefully designed to support the strategic themes outlined below:

- **Understand community complexity.**  
During the identification and selection process, the project sought promising examples that represented the complexity of communities across the nation. It was intentional that the selected promising examples varied by geography and types of threats or disasters (e.g., hurricanes, earthquakes, and wildfires), addressed various target audiences (e.g., general population and vulnerable populations), and integrated their programs into the culture of their communities.



- **Recognize community capabilities and needs.**

One of the reasons the seven promising examples are successful is that they are able to recognize existing capabilities and needs within their own community. The project team also recognized capabilities and needs within the seven promising examples. Their capabilities were highlighted and shared with the other promising examples through the network and publicized through the CDC and CDC Foundation communication channels. Their needs were also identified and shared within the network to provide opportunities for other promising examples to lend their expertise. The project team offered technical assistance to fill a need or suggested a partnership in their local community to assist with efforts to fill a need. Promising examples were also encouraged to seek new partners or sectors (e.g., public health) that were not currently involved in their programs.

- **Foster relationships with community leaders.**

The project team made significant efforts to meet with community leaders and supporters (e.g., commissioners and city council members) during each of the site visits. The meetings also provided an additional opportunity for the promising examples to have time with their leaders, which is often at a premium, to discuss and promote their programs.



- **Build and maintain partnerships.**

The project team built strong multi-sector partnerships to ensure success. Each of the seven promising examples is now considered a partner, as are some of their community partners, customers, and program participants who the project team met throughout the program. Similar to a model that the promising examples use, the project team was able to provide services or incentives for partnerships. Of course this included providing subcontract funding, but it also included the project team offering technical assistance and expertise (e.g., measurement and evaluation), as well recognizing the promising examples at the national level. In addition to the partnerships with the promising examples, the project team has also built new partnerships with FEMA headquarters, individuals within FEMA Region VI, new divisions or groups within public health, and even new colleagues at the CDC focusing on community resilience.



- **Empower local action.**

The project empowered local action by providing subcontract funding directly to the communities and allowing them to continue, and even expand, their existing whole community work. At the national level, the project was able to provide recognition and publicity to the promising examples; as a result, they described feeling validated and encouraged to continue their community work. This is a similar model to what is successfully employed by each of the promising examples: recognize and incentivize participation of community members to encourage continued partnership and local action.

- **Leverage and strengthen social infrastructure, networks, and assets.**

The project team publicized the seven promising examples through existing national communications and marketing channels. The CDC and CDC Foundation were able to collect and report metrics on website and blog activity, and evidence suggested that the seven promising examples benefitted from the national exposure. In addition, the project team encouraged the promising examples to leverage CDC's networks, partners, and assets to help share, publicize, and sustain their programs.

### **Promising Examples Serving as “Living Laboratories”**

The project team designed and implemented a unique, innovative program that allowed for true “learning” from exemplary community programs. From the beginning, the project was designed to examine community efforts that were already demonstrating success in their communities, rather than focusing on programs that proposed they could be successful through a traditional funding opportunity announcement. This created an ideal environment for mutual, ongoing collaboration and program learning. In addition, the project was designed to examine community efforts that were at different stages in their work and in their complexity. Although the promising examples varied greatly, they were treated similarly.

The promising examples served as “living laboratories.” The intent was not to provide funding to force change of program purpose, mission, or scope, but rather to provide funding to allow promising examples to continue or expand through their own devices. The project team did not evaluate the promising examples, but rather developed and implemented an innocuous learning process, which put the promising examples at ease and allowed for more meaningful sharing and dialogue. The promising examples benefited from having an external party ask questions about their programs, as it served as an opportunity for reflection, examination, and validation of their own, internal processes and procedures.



Site visits were beneficial because the project team could observe and have informal conversations with program partners, customers, and participants, in their own habitat. The promising examples were given the ability to showcase their partners and supporters, show the project team their neighborhoods, and demonstrate their impact in the community on their own terms. In addition, the in-person workshop was a designed, controlled environment in which the project team was able to solicit discussion among the promising examples on specific topics. The project team was able to glean key themes to inform the whole community approach, while the promising examples shared best practices, resources, and challenges with one another.

### **Creation of a Network**

An accomplishment of the project was the creation of a network among the seven promising examples. The project team provided targeted opportunities for the network to share information, including multiple webinars and the in-person workshop. The in-person workshop allowed individuals to interact both formally (e.g., facilitated sessions) and informally (e.g., meals). They began to build trust and make initial connections based on similar program interests and challenges. After the network was created, the project team encouraged, but did not force, participation because many promising examples were focused on disasters occurring in their own communities (e.g., Superstorm Sandy and wildfires). The flexibility of the network allowed the individuals to engage when needed.



After only a six-month period, individuals began to self-identify as a network. This may be attributed to the small size of the network or the trust that was built among the seven who were chosen from a selective process. Having only seven promising examples participate, rather than a large network that requires external facilitation and forced activity, the individuals were more willing to connect and share.

## REFLECTIONS ON WHOLE COMMUNITY LEARNING

### Overview of Findings

The seven promising examples embody a whole community approach. The findings gleaned from months of observing and learning from the promising examples support and validate the principles and strategic themes outlined in *FEMA's Whole Community Approach to Emergency Management*.<sup>1</sup> The findings, like the whole community document, describe the importance of understanding the community, building relationships, empowering action, and fostering social capital to build a whole community approach. When prompted, promising examples were able to describe the specific strategies they regularly use to implement FEMA's six strategic themes in building a whole community approach, even though they are not usually aware of the formal framework. Findings suggested that a promising example was likely to be using similar methods across strategic themes (i.e., the methods identified for understanding community complexity were similar to those identified for recognizing capabilities and needs).

Four of the seven promising examples are led by a local, city, or state governmental agency; three are led by non-profit organizations. Promising example findings indicated that although government should always be a partner in a whole community approach, end-users may trust and feel more comfortable working with non-governmental organizations.

### Elements Critical to Building a Whole Community Approach

Through site visits, the in-person workshop, and routine program monitoring, the project team observed and learned from programs, partners, and participants engaged in a whole community approach to emergency management. The project team's observations suggested that there are common, key elements that are instrumental in creating and sustaining successful programs exemplifying a whole community approach:

- **Program leadership is persistent, responsive, knowledgeable and dedicated.** Program leaders' duties exceed that of a standard job. Many leaders are volunteers and dedicate their time to making programs successful. For example, multiple leaders described how they regularly meet with potential partners in coffee shops after business hours to pitch ideas and encourage involvement.
- **Program leadership is passionate about the community they serve.** Leaders personally identify and connect with the communities in which they live and work. Many have experienced disaster in their local community and participated in the recovery.
- **Program leadership consists of a visionary and a realist.** The visionary leaders are charismatic and passionate risk-takers who are critical to program start-up efforts. They are skilled in relationship building and approach programs at a grass-roots level. They physically enter neighborhoods, meet with community members individually, motivate the community, and encourage action. The realist leaders are consistent, reliable, organized, and skilled project managers. They maintain the program's business operations. The two roles complement each another and both are critical to the program's success.
- **There is dedicated staff or volunteers for relationship building.** Whether it is one or more leaders, promising examples dedicate staff or volunteer time to the building and maintenance of relationships and partnerships. Programs operate on small budgets, and as a result, rely on strong partnerships to augment resources and reach target audiences.



- **Program uses community extenders to engage communities.** Community extenders, or partners that act on behalf of the promising example, conduct outreach to communities. By communicating program messages and encouraging actions through a trusted, reliable, neighborhood source, promising examples are able to access and have a voice in communities. Promising examples partner with pre-existing community organizations (e.g., churches, boy scouts) to gain access.



- **Programs and partners distribute uniform, consistent messages.** Promising examples indicate that communications are more powerful if messages are distributed by program and partners uniformly. For example, Project Wildfire ensures that all partners distribute the same facts and instructions regarding wildfire safety and prevention to end-users.
- **Program uses “sparkplugs.”** Promising examples value enthusiastic, action-oriented community leaders who support a particular cause. These leaders, termed “sparkplugs” by several promising examples, are particularly effective when working with hard-to-reach populations.
- **Programs offer incentives as a mechanism to engage and maintain relationships.** Promising examples stress the importance of never “going to the table” empty handed. Some promising examples offer tangible incentives such as magnets or t-shirts, while others provide knowledge or volunteer their time. One promising example described how program representatives volunteer at other partner organizations’ events as a purposeful way to maintain the relationship.
- **Programs host social community events.** Community events, such as barbeques and recognition ceremonies, provide an informal opportunity for programs to offer education, recruit volunteers and participants, recognize staff, and add an element of fun.
- **Programs consistently market and publicize efforts.** Although many promising examples host events or distribute communications during national preparedness month, they stress the importance of keeping the program on the end-user’s radar year-round by sending emails, issuing event reminders, and implementing a recertification process if appropriate.
- **Programs are creative, simple, and fun.** Promising examples strategically created programs that are enjoyable and convenient for the end-user.
- **Programs work with non-traditional partners.** Promising examples successfully partner with local chefs, an arts council, and faith-based institutions. Working with community organizations not typically tied to preparedness helps extend the program’s reach beyond a preparedness and response audience.
- **Programs incorporate a community’s culture.** It is crucial to understand, leverage, and integrate program activities into a community’s culture. For example, the EvacuSpots project that infused preparedness into the unique arts culture of New Orleans may not be successful in another community with a different appreciation of art.
- **Programs utilize disasters as teachable moments.** Large or small, promising examples utilize past and current disasters, from hurricanes to small fires, as opportunities for continuous learning.



- **Programs strategically engage specific demographics to meet mission.** Promising examples strategically seek out certain demographics to fulfill their missions. For example, Evacuteer.org recruits young professionals to build the evacuation volunteer corps. They have learned that young residents are typically in good health and without family obligations. Therefore, they are more likely to assist others in the event of a city-wide evacuation than those who may have health challenges or family responsibilities.
- **Programs encourage friendly peer-pressure to empower action.** Promising examples indicate that friendly peer pressure can spur enthusiasm and involvement. For example, Project Wildfire has observed communities developing an interest in debris clean-up because they have witnessed the benefits when a neighboring community participates in a similar event.

## LIMITATIONS

There were several limitations of the current project. Project designers relied on FEMA's fairly broad, documented strategic framework to build and implement the program. As a result, the project was designed based on CDC and CDC Foundation staff's interpretation of FEMA documents, as well as a limited amount of published literature.

Although the selection of promising examples was targeted and purposeful, the process was not competitive. In addition, initial communications with the promising examples identified the project period as one year, but within a few weeks, the period was changed to a six-month period due to time constraints on the FEMA-CDC Foundation contract. This modified, shorter time period posed a challenge for promising examples in meeting deadlines and producing deliverables.

## RECOMMENDATIONS

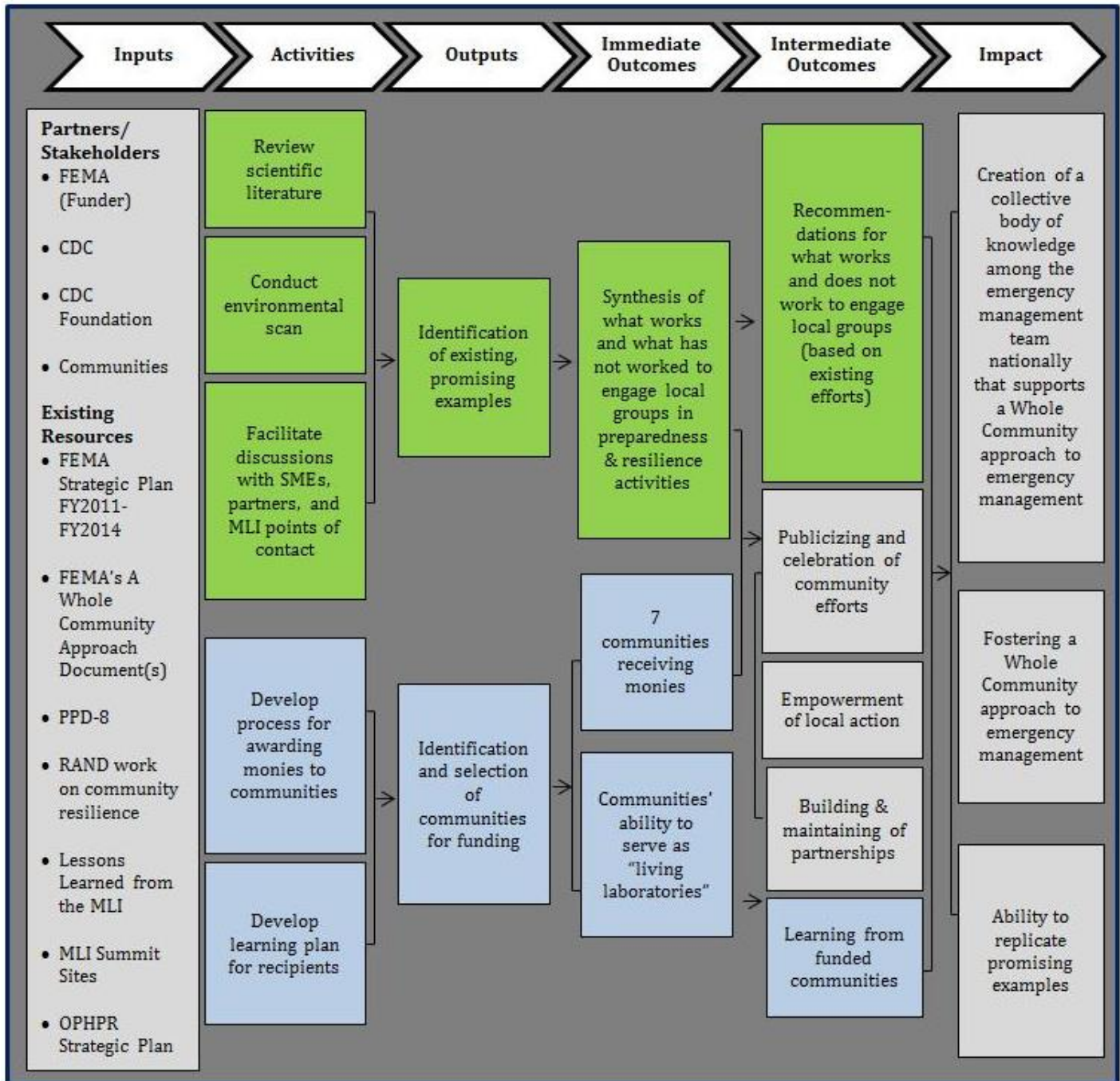
- **Use project findings to inform the next iteration of the whole community movement.** FEMA's whole community principles and strategic themes are purposefully broad and serve as an introduction to their concepts. However, current project findings suggested that there are many overlapping and common ideas among the strategic themes; therefore, an updated, more practice-based organizing structure for building a whole community approach is recommended. The findings can augment, or potentially serve as a next iteration of *FEMA's Whole Community Approach to Emergency Management*.<sup>1</sup>
- **Create a step-by-step implementation guide or toolkit for the practice community.** As the practice community continues to work towards implementing a whole community approach, a more detailed, implementation guide would be useful. This step-by-step guide outlining key elements to building a whole community approach may appeal to a broader, more practice-based audience. This guide should be informed by the findings gleaned from the promising examples.
- **Engage the network of promising examples as subject matter experts on whole community efforts.** The promising examples represent programs exemplifying the whole community approach. As such, they should be part of a network that FEMA can rely on in advancing their strategies. Many of them already participate in FEMA Think Tank calls and provide subject matter expertise.
- **Use the network of promising examples as mentors for the next generation of communities.** Findings suggest that the project was implemented successfully. It is recommended that a future iteration of the project be implemented and that the current promising examples serve as mentors.

## REFERENCES

1. Federal Emergency Management Agency. *A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*. Washington, DC: Federal Emergency Management Agency, United States Department of Homeland Security; 2011.
2. Federal Emergency Management Agency. *FEMA Strategic Plan Fiscal Years 2011-2014*. Washington, DC: Federal Emergency Management Agency, United States Department of Homeland Security; 2011.
3. Meta-Leadership Initiative resource page. Centers for Disease Control and Prevention website. <http://www.cdc.gov/phpr/training/meta-index.htm>. Accessed August 9, 2013.
4. Steckler A, Goodman RA, & Kegler MC. (2002). Mobilizing organizations for health enhancement. In: Glanz K, Rimer BK, Lewis FM, editors. *Health Behavior and Health Education: Theory, Research, and Practice*. San Francisco: Jossey-Bass.
5. Chandra A, et al., *Building Community Resilience to Disasters: A Way Forward to Enhance National Health Security*. Santa Monica, CA: RAND Corporation; 2011.



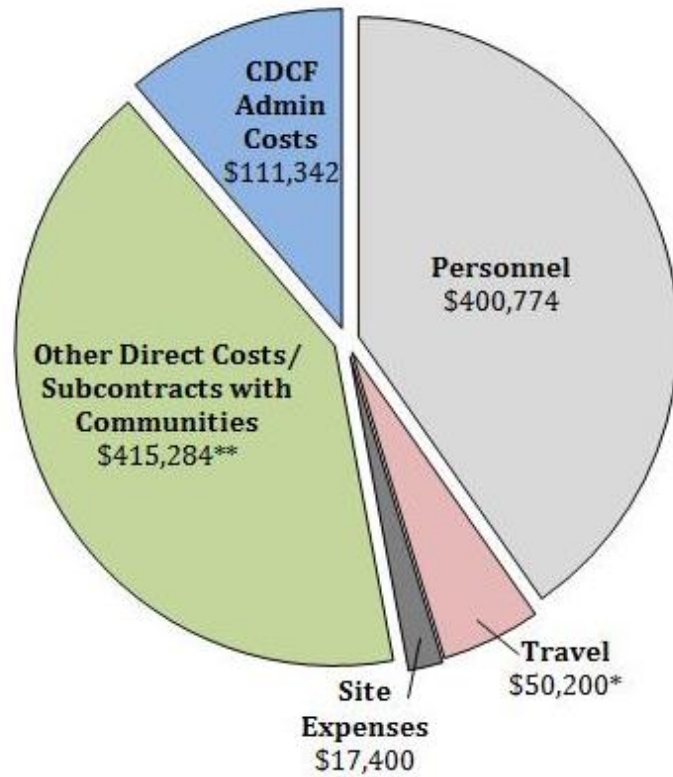
## APPENDIX A Project Logic Model



**Project Objectives:**

- To identify and promote examples of existing community efforts that exemplify a Whole Community approach to preparedness and emergency response
- To award subcontract funding to community initiatives that embody key principles of a public engagement strategy to build emergency preparedness and resilience

## APPENDIX B Breakdown of Project Costs



\*Included travel for CDC and CDC Foundation staff for seven site visits and for 1-2 representatives from each funded community to travel to Atlanta, Georgia (Centers for Disease Control and Prevention) for the in-person meeting March 12-13, 2013.

\*\*Included initial subcontracts with seven communities (\$295,650), amendments to all contracts (\$115,000) to develop measures and toolkits, and contracted work to develop CDC Foundation/Meta-Leadership requested deliverables (\$4,634).

## **APPENDIX C**

### **Criteria for Identifying Promising Examples**

The criteria for identifying Promising Examples incorporated the three principles and six strategic themes of FEMA's Whole Community Approach to Emergency Preparedness and complements RAND's technical report, *Building Community Resilience to Disasters: A Way Forward to Enhance National Health Security*.<sup>5</sup>

To be considered a promising example, an activity, program, or initiative must meet the following criteria:

#### Principles

1. Understand/meet the actual needs of whole community
2. Engage/empower all parts of the community
3. Strengthen what works well in communities on a daily basis

#### Strategic Themes

1. Understand community complexity
2. Recognize community capabilities/ needs
3. Foster relationships with community leaders
4. Build/maintain partnerships
5. Empower local action
6. Leverage/strengthen social infrastructure, networks, assets

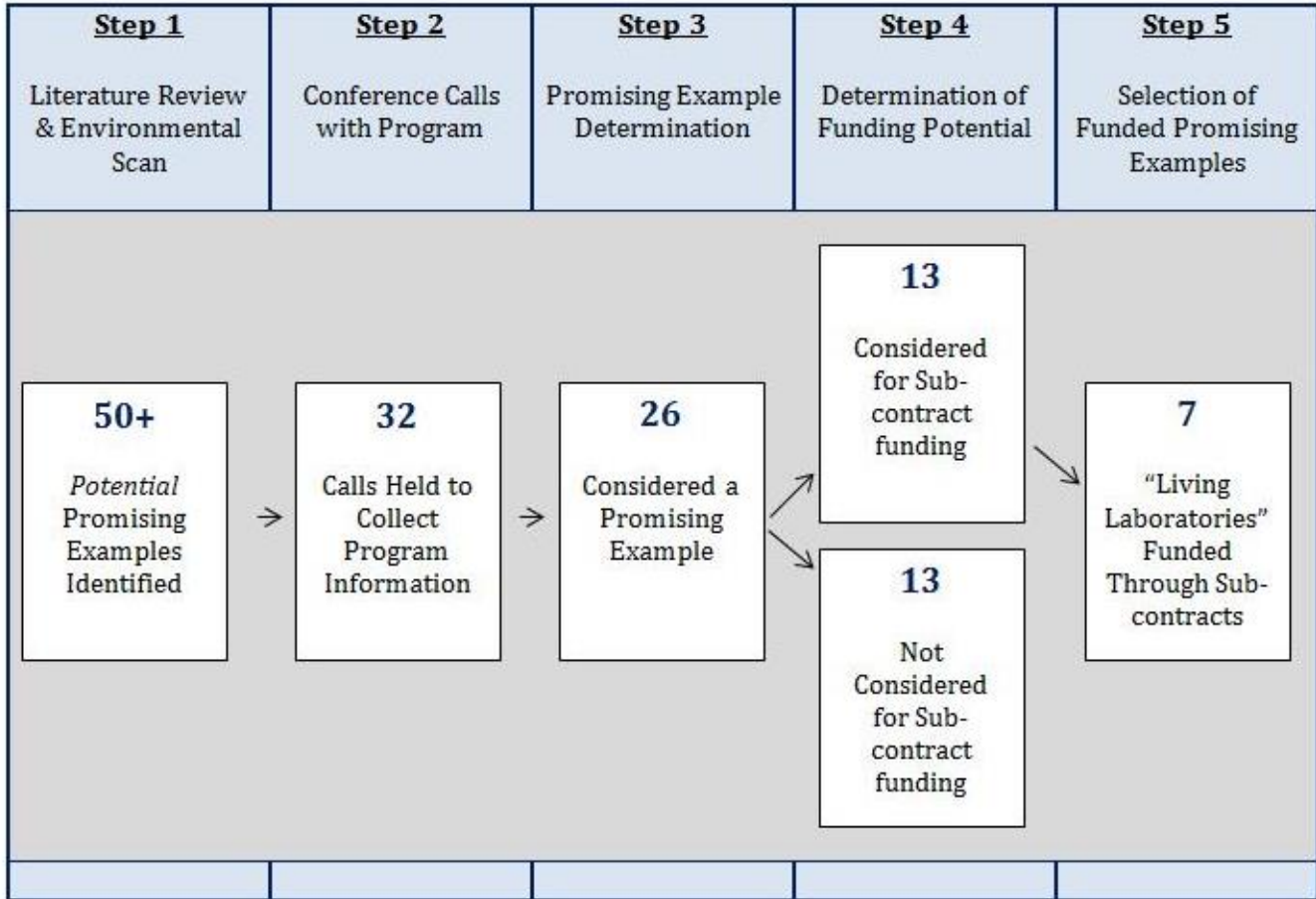
#### Identified as Pathways for Action\*

- Pool efforts/resources across the whole community
- Use routine evaluation as lessons are learned

\*Pathways for Action are FEMA-developed questions and ideas for emergency practitioners to refer to when considering how to incorporate whole community concepts into their security and resilience efforts<sup>1</sup>

## APPENDIX D

### Identification & Selection of Promising Examples: Process Flow



## APPENDIX E

### Potential Promising Examples Organized by Stages of Change: Rating Worksheet

	COMPLEXITY					INNOVATION					IMPACT					SUSTAINABILITY					REPLICATION				
	Not at All Extremely					Not at All Extremely					Not at All Extremely					Not at All Extremely					Not at All Extremely				
<b>Awareness Stage</b>																									
Emergency Kit Cook-Off Phoenix, AZ	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Do 1 Thing Lansing, MI	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
<b>Adoption Stage</b>																									
Cobb County Safety Village Marietta, GA	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Hoos Ready Charlottesville, VA	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Communities Organized to Respond in Emergencies Miami-Dade County, FL	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
The Independent Living Center Joplin, MO	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
High Industries Preparedness Lancaster, PA	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
<b>Implementation of Change Stage</b>																									
Resilient Diamond Heights Project San Francisco, CA	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Street Angels Monson, MA	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Project Wildfire Deschutes County, OR	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
EvacuSpots New Orleans, LA	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Peninsula Clergy Network San Mateo County, CA	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Partners in Preparedness New York, NY	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5

### Descriptions for Criteria

CRITERIA	DESCRIPTION	RATING SCALE
COMPLEXITY	Complexity is the ease or difficulty of implementing the initiative.	<p>Initiatives that are easier to implement can be considered less complex and should be rated at the lower end of the scale. Initiatives that are more difficult to implement should be rated higher.</p> <p>1=Not at all complex to implement 2= Somewhat complex to implement 3=Complex to implement 4=Very complex to implement 5=Extremely complex to implement</p> <p>For scoring purposes, the codes will be reversed so a higher score represents less complexity, which is ideal.</p>

<b>CRITERIA</b>	<b>DESCRIPTION</b>	<b>RATING SCALE</b>
<b>INNOVATION</b>	Innovation is the initiative's novelty. Innovation can include either process or project innovations that result in efficiency gains, cost reduction, or the introduction of new resources in the form of partners, skills, knowledge, and/or products or tools.	1=Not at all innovative 2= Somewhat innovative 3=Innovative 4=Very innovative 5=Extremely innovative
<b>IMPACT</b>	The potential for impact is the likelihood of the initiative inducing a behavior change at the individual or community level. In addition, the initiative itself would have an impact on the community's preparedness and emergency response efforts.	1=Not at all impactful 2= Somewhat impactful 3=Impactful 4=Very impactful 5=Extremely impactful
<b>SUSTAINABILITY</b>	Sustainability is the likelihood of the initiative sustaining itself over time, regardless of receiving funding from the CDC Foundation (i.e., the initiative will remain in existence)	1=Not at all sustainable 2= Somewhat sustainable 3=Sustainable 4=Very sustainable 5=Extremely sustainable
<b>REPLICATION</b>	Replication is the ease of which similar communities could replicate or adapt the initiative for their own purposes. The program serves as a model for other communities.	1=Not at all able to be replicated 2= Somewhat able to be replicated 3=Able to be replicated 4=Very able to be replicated 5=Extremely able to be replicated

## APPENDIX F Learning Plan

#	Question	Approach	Project Alignment
<b>I. PROGRAM LEVEL</b>			
<b>1. How was the project implemented?</b>			
1.1	What was the project cost?	Budget Records	SOW
1.2	What percentage of funding was allocated to specific project components?	Budget Records	SOW
1.3	What was the approach to organizing and executing the project?	Program Records	SOW
1.4	Do stakeholders perceive the project as useful?*	Informal Telephone Conversations	SOW
1.5	What worked well and did not work well with project implementation?*	Informal Telephone Conversations	SOW
<b>2. What was produced as a result of the project?</b>			
2.1	Who was identified as a promising example and received subcontract funding?	Program Records	SOW Logic Model
2.2	How were promising examples' efforts publicized and celebrated?	Website Information	SOW Logic Model
2.3	What activities were accomplished and what products were produced?	Program Records	SOW Logic Model
<b>3. What were the short-term outcomes of the project?</b>			
3.1	How did the project foster a whole community approach?	Program Records	SOW Logic Model WC Doc.
<b>II. PROMISING EXAMPLE LEVEL</b>			
<b>4. What did the promising examples produce as a result of the subcontract funding?</b>			
4.1	What activities were accomplished and what products were produced?	Self-Identified Measures of Success Final Report	Logic Model
4.2	What impact has the subcontract funding made on the promising examples?*	Final Report	SOW
<b>III. WHOLE COMMUNITY LEVEL</b>			
<b>5. How do promising examples foster a whole community approach?</b>			
5.1	How do promising examples understand community complexity?*	Site Visits In-Person Workshop	Logic Model WC Doc.

#	Question	Approach	Project Alignment
5.2	How do promising examples recognize the actual needs and collective capabilities of the community?*	Site Visits	Logic Model WC Doc.
5.3	How do promising examples foster relationships with community leaders?*	Site Visits In-Person Workshop	Logic Model WC Doc.
5.4	How do promising examples build and maintain multi-organizational partnerships?*	Site Visits In-Person Workshop	Logic Model WC Doc.
5.5	How do promising examples empower local action?*	Site Visits	Logic Model WC Doc.
5.6	How do promising examples leverage and strengthen social infrastructure, networks, and assets?*	Site Visits	Logic Model WC Doc.
5.7	How do promising examples define "Whole Community?"	Site Visits	Logic Model WC Doc.
<b>6.</b>	<b>What are promising examples' best practices and advice for other whole community programs?</b>		
6.1	What topic areas or content should be included in a curriculum designed to teach others how to engage the "whole community?"*	In-Person Workshop	SOW
6.2	How can promising examples be sustained over time?*	In-Person Workshop	SOW
6.3	How can promising examples be replicated for use in other communities? What advice do promising examples have for other communities wanting to replicate their programs?*	In-Person Workshop	SOW
6.4	What challenges do promising examples encounter?*	Site Visits In-Person Workshop	Logic Model

\*Requires qualitative analysis of information provided by the seven promising examples



## **APPENDIX G**

### **Project Implementation Feedback**

The seven promising examples were asked to provide informal feedback on the CDC and CDC Foundation's implementation of the project. All conversations occurred during the end-of-program conference calls. Conversations were transferred to Excel and analyzed qualitatively; deductive codes were applied to all comments and aggregated. Comments provided within one theme were counted as one unit of analysis; as a result, "n=7" is the maximum result throughout the report. Twelve staff members representing the seven promising examples participated.

#### **What worked well?**

- CDC and CDC Foundation staff were knowledgeable, responsive, and personable (n=6)
- There were multiple opportunities for promising examples to learn from and connect with each other both virtually and in-person (n=6)
- There was consistent and open communication between the CDC and CDC Foundation and the promising examples throughout the contract period (n=5)
- The site visits were flexible and collaborative and served the purpose of the CDC and CDC Foundation intensively learning about promising examples' programs, partners, and key accomplishments (n=5)
- There were clear expectations set at the beginning of the contract period (n=4)

#### **What are suggestions for improvement?**

- Provide more structured, facilitated opportunities to connect with the other promising examples (n=5)
- Maintain the project period length; do not decrease from one year to six months (n=3)
- Modify the in-person workshop to increase the length (n=2), conduct it earlier in the project period (n=1), and provide promising examples more time to present on their own work (n=1)

#### **How was the program useful?**

- The sub-contract funding afforded promising examples the opportunity to pursue program activities they otherwise would not have been able to do (n=7)
- The support of the CDC, CDC Foundation, and FEMA has provided promising examples with validation that their programs are useful, necessary, and important (n=6)
- Publicity through CDC and CDC Foundation blogs and social media increased promising example visibility and website traffic (n=5)
- The CDC, CDC Foundation, and FEMA's' support increased promising examples' credibility when engaging new local partners (n=4)
- The program provided opportunities to network and connect with the promising examples as well as other local (e.g., academic institutions), state (e.g., state-level emergency management), and national (e.g., CDC) partners (n=4)

## **APPENDIX H**

### **FEMA Whole Community Approach Workshop Agenda**

Centers for Disease Control & Prevention  
Building 19, Distance Learning Auditorium

#### **TUESDAY, MARCH 12**

- 8:30 AM**     **Participants Arrive at CDC**  
Breakfast & Networking
- 9:00 AM**     **Welcome & Introductions**  
Verla Neslund, JD, Vice President for Programs, CDC Foundation  
Lynn Austin, PhD, Deputy Director, Office of Public Health Preparedness & Response, CDC  
Bernice Bronson, MPH, Senior Program Officer, CDC Foundation  
Robyn Sobelson, PhD, CDC Program Lead, Office of Public Health Preparedness & Response, CDC  
Richard Smith, MBA, Certified Master Facilitator, Leadership Strategies Inc.
- 9:45 AM**     **Program Presentations**  
Do1Thing (Lansing, MI), evacuteer.org (New Orleans, LA), Partners in Preparedness (New York, NY), The Independent Living Center, Inc. (Joplin, MO)
- 10:30 AM**    **Break + Group Picture**
- 10:45 AM**    **Program Presentations (Continued)**  
Resilient Diamond Heights Project (San Francisco, CA), Project Wildfire (Bend, OR), Emergency Kit Cook-Off (Phoenix, AZ)
- 11:20 AM**    **Break**
- 11:30 AM**    **Facilitated Discussion 1: Understanding The Community**  
Purpose: To identify how programs have been able to understand the communities they serve, including their needs (e.g., demographics, geography, access to resources).
- 12:30 PM**    **Lunch**
- 1:00 PM**     **CDC Museum Tour**
- 2:15 PM**     **Facilitated Discussion 2: Leveraging & Strengthening Community Relationships**  
Purpose: To identify best practices for leveraging and strengthening relationships necessary for creating and maintaining a program that embodies a “whole community” approach.
- 3:15 PM**     **Break**
- 3:30 PM**     **Facilitated Discussion 3: Resilience Curriculum**  
Purpose: To identify topic areas or content that could be included in a curriculum designed to teach others how to engage the “whole community” for the purpose of building community

resilience.

**4:30 PM**      **Recap of Day 1**

**5:00 PM**      **Conclusion of Day 1**

**6:45 PM**      **Dinner**

### **WEDNESDAY, MARCH 13**

**8:30 AM**      **Participants Arrive at CDC**  
Breakfast; Recap of Day 1

**9:00 AM**      **Facilitated Discussion 4: Sustainability**  
Purpose: To identify ways in which programs have worked to sustain their programs.

**10:00 AM**      **Tour of CDC Emergency Operations Center**

**10:45 AM**      **Facilitated Discussion 5: Replication**  
Purpose: To identify ways in which programs can be replicated for use in other communities.

**11:45 AM**      **Lunch**

**12:15 PM**      **Participants' Concluding Thoughts on Resilience & Program Best Practices**  
Purpose: To discuss final thoughts on elements that are essential to creating a program that embodies a "whole community" approach to emergency management, including those relevant for a resilience curriculum.

**12:45 PM**      **Closing**

**1:00 PM**      **Conclusion of Day 2**

## **APPENDIX I**

### **FEMA Whole Community Approach Workshop Evaluation Results**

The CDC Foundation and CDC developed an evaluation for the purpose of soliciting participant feedback on areas such as workshop logistics and value to the programs. The web-based questionnaire was sent to participants the day after the workshop. 12 out of 12 attendees participated in the workshop evaluation (response rate = 100%).

Key findings are below:

- 100% of participants (n=12) rated the overall quality of the workshop as “good” or “outstanding.”
- 100% of participants (n=11) “agreed” or “strongly agreed” that attendance at the workshop was a valuable use of time (1 participant did not respond).
- 58% of participants (n=7) reported the length of the workshop was “just about right” and 42% (n=5) reported the length was “too short.”
- 100% of participants (n=12) “agreed” or “strongly agreed” that as a result of attending the workshop, they are likely to apply learned information or others’ best practices to their own program.
  - Participants stated that they will utilize or replicate others’ communications tools, replicate learned, creative techniques for engaging communities, reach out to nontraditional partners, and participate in each others’ events. Many participants commented that within the week after the workshop, they have already contacted those met at the workshop.
- When asked what they liked most about the workshop, participants stated that they enjoyed meeting, networking, and learning from each of the diverse communities. Specifically, they enjoyed sharing ideas, sharing resources, and discussing solutions to overcome similar challenges.
- Suggestions for improvement included lengthening the duration of the workshop, including additional time for facilitated discussions for more in-depth discussion, and allowing more time for communities to present and ask questions of each other.

## APPENDIX J Sample of Whole Community Blog

### Emergency Kit Cook-Off: A dash of planning...A pinch of preparedness...

Published on *CDC Foundation* (<http://www.cdcfoundation.org>)

By Ethan Riley | Posted on April 3, 2013

*CDC Foundation and the Learning Office of CDC's Office of Public Health Preparedness and Response selected seven communities that are promising examples of community efforts that reflect and embody FEMA's [Whole Community Approach](#) [1] to emergency management. The Arizona Division of Emergency Management's Emergency Kit Cook-Off was selected as one of the promising examples.*



**EMERGENCY KIT  
COOK  OFF  
.ORG**



Staff meetings for the Arizona Division of Emergency Management (ADEM) Public Information Office (PIO) are pretty run of the mill. We review the past week's accomplishments, divvy up assignments for the coming week and forecast

projects for the weeks ahead. We talk a lot of "shop," but also make time to dish on our favorite subject...lunch. So, it did not come as a great surprise to those who know me or my colleagues that the ADEM PIO office would start a "[Whole Community](#)" campaign called the [Emergency Kit Cook-Off](#).

The Kit Cook-Off is a participatory preparedness activity inspired by the nonperishable contents of a 72-hour emergency food kit. Rather than scare, guilt or shame people into getting prepared, our outreach encourages play with preparedness principles. Specifically, to actually practice using the three days' worth of shelf-stable food and potable water you squirreled away for your family. If the idea of building a kit is new to you, participation in the Kit Cook-Off is a good introduction to what personal preparedness is all about.

You may not consider canned chicken, a jar of curry paste, and single-serving peanut butter packets fine dining. However, in an emergency, these non-perishable ingredients could be used to create a nice chicken peanut curry dish. Simply add some canned sweet potato and as a certain New Orleans chef would say, "BAM! Dinner is served."

In an emergency, pizza delivery may not be making house calls. It will be up to you to have nonperishable food and the wherewithal to cook with it. The fun of the Kit Cook-Off is creating a recipe from what you have

stowed away in your kit and pantry. And yes, I used “fun” to describe emergency preparedness outreach. Join us!

Because the Kit Cook-Off is a web-based activity, participation is open to everyone. There are two ways to participate in the Cook-Off: 1) vote in our online ingredients poll in August and 2) submit a recipe during National Preparedness Month in September.

**CAST A VOTE** During the last two weeks of August, the public will vote for the ingredients they want to cook with in September. Voters will select one (1) ingredient in each of five categories: protein; fruits and vegetables; starches, grains and nuts; beverages; and "comfort foods." The ingredients often reflect a theme. In 2012, the Kit Cook-Off celebrated southwestern flavors with a list of possible ingredients that included canned green chilies, jarred cheese sauce, and salsa.



### **PLAY WITH YOUR FOOD**

While we are not looking for gourmet cuisine, we are also not looking for butter on crackers. Be creative with the ingredients and create a hot or cold dish that you would eat if required to shelter in place. The submission guidelines for recipes are as follows:

**1) Create a recipe that highlights one or more of the featured ingredients and uses other nonperishable pantry items**, including (but not restricted to): seasonings, condiments, sweeteners, and potable water.

**2) Use manual appliances (e.g., can openers and hand whisk) in the preparation where feasible.** Microwaves, stovetops and other modern appliances are acceptable, but we challenge you to substitute manual appliances for modern conveniences where you can.

### **THE WEBSITE**

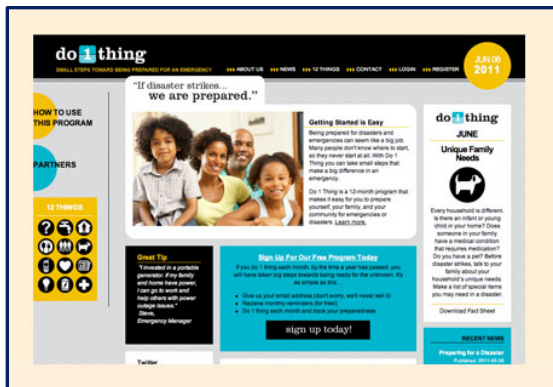
Like that jar of honey in your pantry, [www.EmergencyKitCookOff.org](http://www.EmergencyKitCookOff.org) has no shelf life. Our website features a Kit Cookbook populated with submitted recipes and searchable by meal, course, and ingredient categories. The Kit Cook-Off “officially” occurs in September, but visitors are invited to submit, print, comment on and rate recipes on a “five-can” scale year-round. You may also share a preparedness tip or suggest an ingredient for the next year’s Kit Cook-Off.

September is National Preparedness Month, but emergency preparedness is not a one-month-a-year activity. In actuality, it requires an abiding commitment to make a plan, prepare a kit, inquire about plans and threats, and inspire others. The Kit Cook-Off starts participants along the path to preparedness and asks how prepared are you? Take a look in your pantry and practice preparedness cooking. When the power is out, your family will be glad you did.

*Ethan M. Riley is a Public Information Officer with the Arizona Division of Emergency Management, a branch of the Arizona Department of Emergency and Military Affairs, in Phoenix.*

## APPENDIX K Overview of Do1Thing Emergency Preparedness Program

Do1Thing is a non-profit preparedness campaign with a national reach that urges individuals to complete one preparedness task per month. Do1Thing is designed to remove the most common barriers associated with preparedness and empower all individuals to take action and reach realistic, achievable preparedness goals. Each month, the program focuses on one topic of emergency preparedness and provides a selection of preparedness activities from which participants can choose. The activities vary in complexity and cost.



Do1Thing features its preparedness activities on print material, such as calendars and fact sheets, as well as the Do1Thing website. The Do1Thing website hosts tools and resources and has over 10,000 subscribers. Ensuring preparedness information is accessible to all is one of Do1Thing's main goals.

Therefore, Do1Thing created infographic monthly fact sheets that explain preparedness actions via visuals to address language, cultural, or literacy barriers.

Do1Thing allows organizations interested in partnering to easily register via their website. Currently, Do1Thing has more than 2,000 national and local partners and the number increases daily. Do1Thing relies on key partner agencies, such as the Lansing Refugee Development Center, to provide access to and understanding of vulnerable populations. As a result of partnerships, Do1Thing disseminates preparedness information to populations to which they may not otherwise have access.

*When I first heard about Do1Thing in 2005, I was going to senior centers every month and trying to come up with new preparedness material so I didn't bore people to death. It wasn't consistent and it was a pain. Do1Thing is a fantastic tool for emergency managers. I've been on the Board from then on.*  
**Retired Emergency Manager**

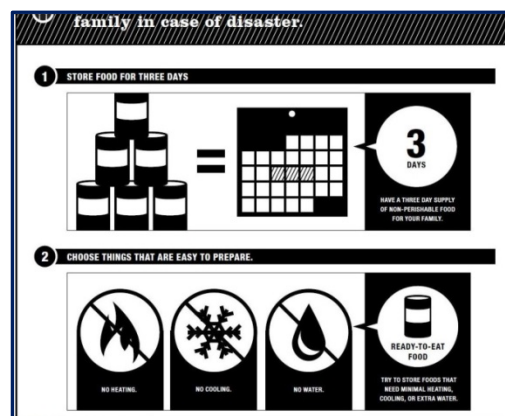
Do1Thing is led by an advisory board which is comprised of emergency management, human services, non-profits, hospitals, and public health. Members of the advisory board are volunteers and are responsible for the strategic direction of the Do1Thing program. There is one paid staff member for the Do1Thing program that receives oversight from the Lansing Office of Emergency Management.

### Primary Outcome of Subcontract Funding

- Creation of 12 infographic fact sheets

### Point of Contact

Erika Mahoney, Program Coordinator  
Erika.Mahoney@lansingmi.gov  
www.do1thing.us



## APPENDIX L Overview of Emergency Kit Cook-Off

The Emergency Kit Cook-Off is a participatory preparedness activity inspired by the nonperishable contents of a 72-hour emergency food kit. The campaign encourages citizens to vote on ingredients that could be stored in an emergency kit, build recipes out of non-perishable, shelf-stable food and potable water, and submit recipes featuring those ingredients. The Emergency Kit Cook-off was launched in 2011 by the Public Information Office at the Arizona Department of Emergency Management (ADEM.) Self-proclaimed “foodies,” the ADEM team blended popular culture and their own love of food to create a unique community-wide effort around National Preparedness Month that has since turned into a year-round preparedness endeavor.



Rather than scare, guilt, or shame people into getting prepared, the program encourages *play* with preparedness principles. The ADEM Director supports the Kit Cook-off because he recognizes the need for Emergency Management to be more creative in their personal preparedness education and outreach tactics.

The Emergency Kit Cook-off website was developed to be a clearing house for all partners and participants to store, share, and rate recipes. The campaign promotes participation by advertising on television and social media. Partners of the campaign are encouraged to host a Kit Cook-off event and encourage participants to submit recipes to the website. Those who submit recipes are rewarded with a refrigerator magnet that includes preparedness tips, an apron, and a can strainer. During a disaster, the Emergency Kit Cook-off website serves as a tool for the whole community to prepare a meal, as well as obtain information about personal preparedness.

*Being a partner of the  
Emergency Kit Cook-Off  
program has increased my own  
personal preparedness. I now  
keep an emergency supply of  
water.*  
**Cook-Off Partner**

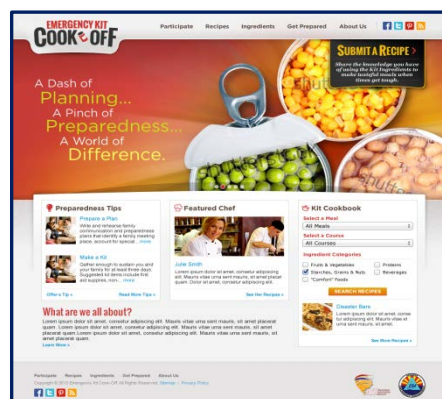
One example of a campaign partner is the Le Cordon Bleu Culinary Academy in Scottsdale, Arizona. Le Cordon Bleu instructor and local, celebrity chef Jon-Paul Hutchins was motivated to partner with the campaign because of his personal experience with disaster. Chef Hutchins lends his media savvy and culinary skills to the campaign. Le Cordon Bleu in Scottsdale encourages the other institutions to participate and submit recipes. The Emergency Kit Cook-off program is staffed through an as-needed basis by the two full-time ADEM Public Information Officers.

### Primary Outcomes of Subcontract Funding

- Re-designed and launched new program website
- 504 aprons, 5000 magnets, 2000 can strainers, and 646 preparedness labels purchased as program support materials

### Point of Contact

Ethan Riley, Public Information Officer  
ethan.riley@azdema.gov  
www.emergencykitcookoff.org/





## APPENDIX M

### Overview of the Independent Living Center, Inc.

The Independent Living Center (TILC) in Joplin, Missouri is a non-profit organization that advocates for the independence of those living with access and functional needs. In addition to providing four core services (information referral, advocacy, peer support and independent living services) TILC also provides emergency preparedness-related services.



Many gaps were identified after the F-5 tornado devastated the Joplin community in 2011. For example, the hearing-impaired community was unable to hear tornado sirens and did not have other means of alert notifications. This gap, among others, motivated TILC to increase their emergency preparedness activities. As a result, TILC created a comprehensive emergency program for their consumers that provides additional education and resources.

TILC consults individually with consumers to orient them to the Disaster Readiness Planner, a visual fact sheet that describes the process of individual and family preparedness, and consistently reviews and reminds consumers of their emergency plans at each meeting. In addition, emergency alert devices, the Vial of Life, and emergency kits are reviewed and provided as needed. This program has also addressed long-term recovery mitigation for TILC consumers post-tornado by assisting with a broad spectrum of their consumers' needs.

*TILC understands that disasters are not over quickly. TILC is in it for the long-haul after Emergency Management has moved on. They know the community and are a strong partner.*  
**Emergency Management Agency Director**

The TILC not only addresses the needs of their consumers, but they also provide education and resources to the whole community, including partners in Emergency Management, at the American Red Cross, Police, Fire EMS, and schools. TILC educational messages focus on preparing partners to better understand the needs of those living with access and functional needs.

The TILC board is comprised of eleven elected members who serve a term of three years. The board works closely with TILC program staff and is comprised of social services agencies, including the Social Security Administration, hospitals, and businesses. There is also a committee that is specifically designed to guide the comprehensive emergency services program that consists of local Emergency Management, American Red Cross, and Public Health. While the program has many staff who consult with individual consumers, one full-time TILC staff member is responsible for overall program coordination.

#### Primary Outcomes of Subcontract Funding

- 107 volunteers and first responders trained on how individuals living with access and functional needs are affected by disasters
- 625 individuals from partnering agencies trained via in-person trainings, webinars, or conferences
- 346 households received emergency services resources



#### Point of Contact

Stephanie Brady, Director of Programs  
sbrady@ilcenter.org  
www.ilcenter.org

## APPENDIX N Overview of EvacuSpots

Evacutec.org annually recruits and trains 500 citizen volunteers to assist with New Orleans' public City



Assisted Evacuation (CAE) plan. The CAE was created as a result of lessons learned from Hurricane Katrina; assistance was needed for the nearly 30,000 residents without access to personal transportation to evacuate the city before a Category 3 hurricane or higher. The CAE was tested during Hurricane Gustav in 2008, in which it was discovered that additional man-

power was needed to supplement the police officers and bus drivers executing the CAE. As a result, evacutec.org was formed to recruit, train, and manage the volunteers necessary to effectively carry out the CAE.

Evacutec.org was founded by an AmeriCorps volunteer who observed the gap in the CAE, and was able to pull together the expertise and resources needed to start evacutec.org, under the guidance of the New Orleans' Mayor's Office and the Office of Homeland Security and Emergency Preparedness. The leadership of evacutec.org has grown to include an Advisory Board, which is responsible for the strategic oversight of evacutec.org and a 30-person, volunteer Executive Leadership Committee (ELC) that is responsible for the day-to-day management and execution of program activities. ELC members are predominantly young professionals with specific skill sets essential to program operations, including marketing, communications, business, and research. Evacutec.org is almost entirely volunteer-operated, with the exception of a paid Operations Manager and AmeriCorp staff. Evacutec.org relies on strategic partnerships with City Year, Rebuilding Together, AmeriCorps, American Red Cross, and other area non-profits to recruit volunteers and publicize program activities.



In addition to their CAE volunteer efforts, Evacutec.org launched the EvacuSpots project to improve the signage for the evacuation pick-up points city-wide. The old signage, which resembled small parking signs, was replaced with 14-foot, functional public art sculptures that creatively infuse the New Orleans Arts culture into preparedness

and response services. The project was made possible through a partnership with the Arts Council of New Orleans and the Mayor's Office.

### Primary Outcome of Subcontract Funding

- Supplement to the overall fundraising goal needed to design, create, and install 14 EvacuSpots.

### Point of Contact

Robert X. Fogarty, Board President  
robert@evacutec.org  
www.evacutec.org



Mitch Landrieu, Mayor of New Orleans, in front of an EvacuSpot

## APPENDIX O Overview of Project Wildfire

Project Wildfire is a community-driven initiative that promotes residential wildfire planning and mitigation in Deschutes County, Oregon, an area at substantial risk for wildfire. Project Wildfire was conceptualized in the aftermath of the 1996 Skeleton fire that destroyed thousands of acres and dozens of homes. The Fire Marshall recognized a need to better prepare individuals to take responsibility for their own property before a fire. As a result, he launched what would become Project Wildfire, a program dedicated to community education and fire prevention services.



Project Wildfire’s flagship program, FireFree, is a year-round educational program that teaches residents simple tips to keep homes free from fire. To encourage residents to remove brush and debris from their property, Project Wildfire provides debris removal services for free, or at reduced cost, multiple times per year. Additionally, Project Wildfire works with communities to develop Community Wildfire Protection Plans (CWPPs). CWPPs identify areas at risk for wildfire and prioritize the areas in most need of wildfire

reduction activities and evacuation signage.

The Project Wildfire Steering Committee is the leadership entity responsible for program operations. The committee is comprised of the Department of Forestry, Bureau of Land Management, firefighters, businesses, non-profit organizations, and homeowners associations. These leaders provide subject matter expertise in order to develop educational and promotional materials, share resources, conduct community outreach and identify Project Wildfire priorities. Project Wildfire has one full-time staff member that receives oversight from the County Forester, however, all other steering committee members are volunteers. To reach communities, Project Wildfire engages the help of community leadership, working with representatives from home owners associations or other established community groups, to distribute educational messages, promote FireFree events, and provide encouragement to fellow neighbors to keep homes free from fire.

*Project Wildfire is based on starting at the bottom, not from the top. It is the people who are providing their own first line of defense, not the government. And the people are looking out for their neighbor’s house because that could have an impact on their own.*  
**Retired Forester**

### Primary Outcomes of Subcontract Funding

- 2,455 cubic yards of debris collected at 3 community events
- Evacuation signage installed in 2 neighborhoods
- 8,000 educational flyers distributed
- 25 trainings delivered, reaching over 1500 residents

### Point of Contact

Ed Keith, Deschutes County Forester  
ed.keith@deschutes.org  
www.projectwildfire.org/



## APPENDIX P

### Overview of Partners in Preparedness

New York City's Office of Emergency Management's (OEM) Partners in Preparedness program (PiP) helps organizations in New York City better prepare for disasters. PiP was launched during National Preparedness Month in 2011. In an effort to better engage the private sector with emergency management, the program encourages organizations to promote organizational and personal-level preparedness.



To participate in the program and become an official "Partner in Preparedness," organizations must complete five preparedness activities. Activities range from encouraging coworkers and volunteers to sign up for Notify NYC, the city's free, real-time emergency notification system, to setting up and testing an emergency contact plan or call tree. OEM provides the tools and resources to enable

organizations to successfully complete the preparedness activities, such as the PiP "event in a box" that includes all materials necessary to host a Ready New York personal preparedness event. OEM also provides partners with access to preparedness events such as drills, exercises, in-person meetings, and webinars. Once the steps are completed, organizations receive an official PiP seal. The seal can be placed on a door or window of a workplace or on the organization's website, providing recognition that the organization is an official partner. In addition, PiP organizes an annual recognition breakfast for their partners. At the breakfast, partners are encouraged to share best practices and provide suggestions for program improvement.

By engaging community organizations and private sector partners, PiP capitalizes on pre-established and trusted pathways to disseminate messages and share tools and resources. PiP boasts a diverse list of partners including the Federal Reserve Bank of New York, Disney/ABC Television Group, the Building Owners and Managers Association of Greater New York, and the Red Hook Senior Center.

*The information our organization received during Hurricane Sandy about food and gas through Partners in Preparedness was shared by our staff. They spoke to their families, who passed it along to their companies. Because of Partners in Preparedness, we were an information force multiplier.*

**Partner in Preparedness**

To date, OEM reports that 168 organizations representing more than 335,000 employees have initiated the program; 83 organizations have completed the program. In addition, 63,000 employees have participated in events and drills.

New York City's OEM has dedicated funds to staff one full-time position for the Partners in Preparedness program. An intern also provides program support.

#### Primary Outcomes of Subcontract Funding

- Despite the challenges presented by Superstorm Sandy, PiP achieved a 35% growth in partner organizations
- Support of printing 79,000 preparedness guides and materials for more than 100 "events in a box"

#### Point of Contact

Ira Tannenbaum, Director of Public/Private Initiatives  
ITannenbaum@oem.nyc.gov  
www.nyc.gov

## APPENDIX Q

### Overview of Resilient Diamond Heights Project

The Resilient Diamond Heights Project is a community-owned initiative that works to identify local, potential threats and strategies for response and mitigation that are tailored to the needs of the neighborhood. This initiative is one of many programs of the Neighborhood Empowerment Network (NEN), a program of the San Francisco City Administrator's Office. The NEN is a framework under which local community leaders can link with city services and non-profit organizations to work toward a common, community goal.



Community leaders in Diamond Heights joined together with the support of NEN and a local nonprofit, San Francisco Community Agencies Responding to Disaster (SF CARD), to tackle its preparedness challenges. Geographically, the Diamond Heights neighborhood is isolated at the top of a hill. In the event of an earthquake, essential city resources such as water, sewer, and fire, could be compromised. Diamond Heights also has a large population living in affordable housing that are dependent on public transportation and a large population living with disabilities.

Working with NEN and SF CARD, the Resilient Diamond Heights Steering Committee, which includes residents, merchants, faith-based, civic, and non-profit participants, developed the Resilient Diamond Heights Action Plan (RDHAP), which acknowledges unique preparedness challenges and provides strategies for action. One sub-committee is focused on the possible water system failure. This committee is working with the City of San Francisco to ensure that if disaster does occur, the clearing of one key road is a top priority to ensure that the Diamond Heights population will have a lifeline for transported water. Sub-committees' other activities includes recruiting local churches to sign emergency shelter agreements with the American Red Cross and conducting business continuity surveys for tenants of a local shopping center.

*It's scary for a person to attempt to save their neighborhood on their own. The NEN and SF CARD in their corner empower them to keep going. They need a validating voice that comes from outside of the community.*  
**NEN Program Staff**

SF CARD provides many services to organizations and the community, but for Diamond Heights, they are providing training, technical assistance, and tools for disaster planning.

#### Primary Outcomes of Subcontract Funding

- Creation of the Resilient Diamond Heights Action Plan
- Creation of a stakeholder database for Diamond Heights
- Conduct of a survey to determine social capital
- Conduct of an assessment of the business community
- Support of community-building event



#### Points of Contact

Daniel Homsey, City Administrator's Office  
Daniel.Homsey@sfgov.org  
www.empowersf.org/

Brian Whitlow, Executive Director, SFCARD  
brian@sfcad.org  
www.sfcad.org