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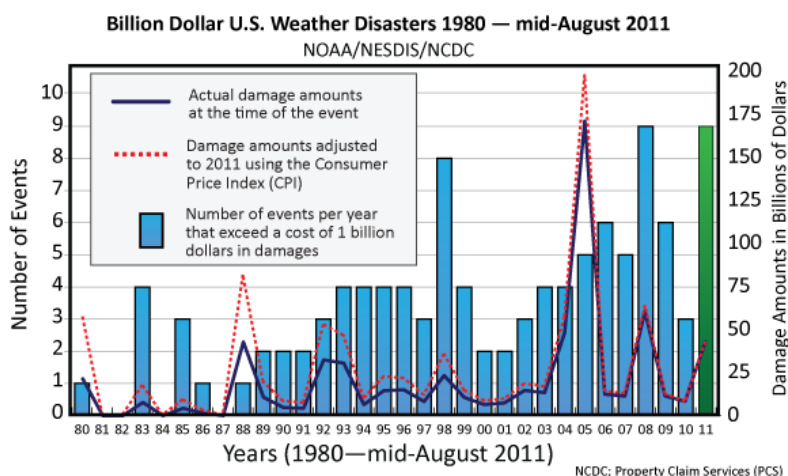
**DRAFT—A WHOLE COMMUNITY APPROACH TO EMERGENCY MANAGEMENT:  
PRINCIPLES, CONCEPTS, AND PATHWAYS FOR ACTION**

**DRAFT DATE: SEPTEMBER 28, 2011**

## 1.0 INTRODUCTION

The effects of natural and manmade disasters have become more rapid, far-reaching, and widespread. As a result, preserving the safety, security, and prosperity of all parts of our society is becoming more challenging. Our Nation's traditional approach to managing the risks associated with these disasters relies heavily on the government. However, today's changing reality is forcing all levels of government to grapple with the limitations of their capabilities and the gaps in our Nation's resilience to all threats and hazards.<sup>1</sup> Even in small- and medium-sized disasters, which the government is generally effective at managing, significant access and service gaps still exist. In large-scale disasters, or catastrophes, government resources and capabilities can be overwhelmed.

Accelerating changes in demographic trends and technology are making the impacts of disasters more complex to manage. The scale and severity of disasters will likely grow and pose systemic threats. Continued population shifts into cities and areas vulnerable to storms is one future trend that may affect emergency needs. The economic development that accompanies this shift also intensifies the pressure on coastal flood plains, barrier islands, and the ecosystems that support food production, the tourism industry, and suburban housing growth. Other demographic changes include a growing population of people with disabilities living in communities and not institutions as well as increased health issues (e.g. obesity and chronic illness) that will affect disaster management activities. Also, communities are facing a growing senior population due to the Baby Boom generation entering this demographic group.<sup>2</sup> Changes in transportation systems and even housing styles may follow to accommodate the lifestyles of these residents. If immigration trends continue as predicted, cities and suburbs will be more diverse ethnically and linguistically. Employment trends, combined with new technologies, will shift the ways in which local residents plan their home-to-work commuting patterns as well as their leisure time. These trends will affect the ways in which residents organize and identify with community-based associations and will influence how they prepare for and respond to emergencies.



*Figure 1: The U.S. has sustained 108 weather-related disasters over the past 31+ years in which overall damages reached or exceeded \$1 billion.*

<sup>1</sup> Resilience is the ability to adapt to changing conditions and prepare for, withstand, and rapidly recover from disruption. White House, National Security Strategy, May 2010.

<sup>2</sup> Strategic Foresight Initiative, U.S. Demographic Shifts, May 2011.  
[http://www.fema.gov/pdf/about/programs/oppa/demography\\_%20paper\\_051011.pdf](http://www.fema.gov/pdf/about/programs/oppa/demography_%20paper_051011.pdf).

1 For decades, emergency management practitioners have worked closely with their neighbors, local  
2 residents, and organizations to prepare for and respond to disasters. In congressional testimony, the  
3 Administrator of the Federal Emergency Management Agency (FEMA) Craig Fugate described today's  
4 reality as follows: "Government can and will continue to serve disaster survivors. However, we fully  
5 recognize that a government-centric  
6 approach to disaster management will not be  
7 enough to meet the challenges posed by a  
8 catastrophic incident. That is why we must  
9 fully engage our entire societal capacity..."<sup>3</sup>  
10 To that end, FEMA initiated a national  
11 dialogue on a Whole Community approach  
12 to emergency management.



Figure 2: Joplin, MO, May 24, 2011—Homes were leveled with the force of 200 mph winds as a F5 tornado struck the city on May 22, 2011. This scene is representative of the growing impacts of disasters. Jace Anderson/FEMA

13  
14 The Whole Community concept is a lens  
15 through which residents, emergency  
16 management practitioners, organizational  
17 leaders, and government officials can  
18 understand and assess the needs of local  
19 residents and the best ways in which to  
20 organize and strengthen their assets,  
21 capacities, and interests. By doing so, a more  
22 effective path to societal security and  
23 resilience is built. The Whole Community  
24 approach involves increasing individual preparedness and using communities as force multipliers to  
25 enhance the resiliency of our Nation as a whole. In a sense, Whole Community is a philosophical  
26 approach on how to think about conducting emergency management.

27  
28 This approach attempts to engage the full capacity of local citizens, the private sector, nongovernmental  
29 organizations (NGOs), and government agencies at all levels. This engagement means different things to  
30 different groups. In an all-hazards environment, individuals, their neighbors, and institutions will prepare  
31 for and respond to emergencies in many different ways. The challenge for those engaged in emergency  
32 management is to understand how to work with the diversity of groups and organizations and the policies  
33 and practices that emerge from them in an effort to improve the abilities of local residents to prepare for,  
34 respond to, and recover from any type of threat or hazard effectively.

35  
36 The benefits of Whole Community are a better informed and shared understanding of community needs  
37 and capabilities and an increase of resources through the empowerment of community members,  
38 including individuals, businesses, government agencies, and NGOs. Taking a Whole Community  
39 approach should not create additional work for emergency management practitioners, but rather, if done  
40 correctly, should lighten the load through the identification of partners with existing processes and  
41 resources who are available to be part of the emergency management team. In times of resource  
42 constraints and austerity, pooling efforts and resources across the whole community is a way to  
43 compensate for budgetary pressures. The Whole Community approach produces more effective outcomes  
44 for all types and sizes of disasters, thereby improving resiliency nationwide.

45  
46 This document presents the foundation of Whole Community as an approach to the practice of emergency  
47 management. It is intended to promote greater understanding of the approach and to provide a strategic  
48 framework to guide all members of the emergency management community as they implement actions.

<sup>3</sup> Administrator Craig Fugate, Federal Emergency Management Agency, before the United States House Transportation and Infrastructure Committee, Subcommittee on Economic Development, Public Buildings, and Emergency Management at the Rayburn House Office Building, March 30, 2011. <http://www.thegovmonitor.com>.

1 This document is not intended to be all-encompassing or focused on any specific phase of emergency  
2 management or level of government, nor does it offer specific, prescriptive actions that require  
3 communities or emergency managers to adopt certain protocols. Rather, it provides an overview of core  
4 concepts, key principles, and pathways for action that have been synthesized from a year-long national  
5 dialogue around cutting-edge practices in the field. While this is not a guide or a “how-to” document, it  
6 provides a starting point to begin more operational-based discussions on the implementation of Whole  
7 Community. Further documentation with concrete tools for the application of Whole Community  
8 concepts in emergency management is forthcoming.  
9

10 As a field of practice, our collective understanding of how to effectively apply Whole Community as a  
11 concept to the daily business of emergency management will continue to evolve. It is hoped that this  
12 document will assist emergency managers, as members of their communities, in that evolution, prompting  
13 new action and soliciting new ideas and strategies. FEMA is committed to continuing to engage in  
14 ongoing discussions with the public and private sectors, NGOs, and academia in connection with the  
15 development and refinement of strategies to deliver more effective emergency management outcomes and  
16 enhance the resilience of our communities and our Nation.

### 17 **1.1 National Dialogue on a Whole Community Approach to Emergency Management**

18 Whole Community efforts have been gathering strength in jurisdictions across the Nation. To learn from  
19 the diversity of these experiences, FEMA initiated a national dialogue in 2010 to identify examples of  
20 smart practices, lessons learned, and principles to follow. The national dialogue occurred in various  
21 settings, such as organized conference sessions, research seminars, professional association meetings,  
22 practitioner gatherings, and official meetings of government officials. The various settings have created  
23 opportunities to listen to those who work in local neighborhoods, have survived disasters, and are actively  
24 engaged in community development. Participants in this dialogue have included a broad range of  
25 emergency management partners, including government leaders, academia, NGOs, the private sector, and  
26 local residents. The conversations with the various stakeholders focused on how communities are  
27 motivated and engaged, how they understand risk, and what their experiences are with resilience  
28 following a disaster. Historical resiliency efforts such as Project Impact were also explored to gather  
29 lessons learned and best practices.  
30

31 FEMA also brought together diverse members from across the country to comprise a core working group.  
32 The working group reviewed and validated emerging Whole Community principles and themes, gathered  
33 examples of the Whole Community approach from the field, and identified people, organizations, and  
34 communities with promising local experiences. They participated in the various meetings and conferences  
35 and, in some cases, provided the examples included in this document.

### 36 **1.2 Whole Community Principles and Strategic Themes**

37 The purpose of this document is to synthesize key principles and themes that emerged through the  
38 national dialogue. Numerous factors contribute to the resilience of communities and effective emergency  
39 management outcomes. However, the following three principles represent the foundation for establishing  
40 a Whole Community approach to emergency management.

- 41 • **Understand and meet the actual needs of the whole community.** Community engagement can lead  
42 to a deeper understanding of the unique and diverse needs of a population, including their  
43 demographics, values, norms, community structures, networks, and relationships. The more we know  
44 about our communities, the better we can understand their real life-safety and sustaining needs and  
45 motivations to participate in emergency management-related activities prior to an event.
- 46 • **Engage and empower all parts of the community.** Engaging the whole community and  
47 empowering local action across all phases of the disaster cycle will better position stakeholders to

1 plan for and meet the actual needs of a community and strengthen local capacity to deal with the  
2 consequences of all threats and hazards. This requires making our partners part of the emergency  
3 management team to be inclusive of diverse community members, social and community service  
4 groups and institutions, academia, professional associations, NGOs, and for-profit and nonprofit  
5 private-sector organizations, as well as government agencies who may not traditionally have been  
6 directly involved in emergency management. When the community is engaged in an authentic two-  
7 way dialogue it becomes empowered to identify its needs and the existing resources to address them.

- 8 • **Strengthen what works well in communities on a daily basis.** A Whole Community approach to  
9 building community resilience requires finding ways to support and strengthen the institutions, assets,  
10 and networks that already work well in communities and are working to address issues important to  
11 community members on a daily basis. Existing structures and relationships that are present in the  
12 daily lives of individuals, families, businesses, and organizations before an incident occurs can be  
13 leveraged and empowered to act effectively during and after a disaster strikes.

14  
15 In addition to the three Whole Community principles, six strategic themes were identified through  
16 research, discussions, and examples provided by emergency management practitioners. These themes  
17 speak to the various ways the Whole Community approach can be effectively employed in emergency  
18 management and, as such, represent pathways for action:

- 19 • Understand community complexity
- 20 • Recognize community capabilities and needs
- 21 • Foster relationships with community leaders
- 22 • Build and maintain partnerships
- 23 • Empower local action
- 24 • Leverage and strengthen social infrastructure, networks, and assets

25  
26 The following sections discuss the Whole Community concept through several real-world examples that  
27 highlight the key principles and themes of the Whole Community approach. In addition, a list of reflective  
28 questions and ideas is provided for emergency management practitioners to refer to when beginning to  
29 think about how to incorporate the Whole Community concepts into their emergency management and  
30 resilience efforts.

## 2.0 STRATEGIC THEMES—PATHWAYS FOR ACTION

The strategic themes presented in this section speak to the various ways the Whole Community approach can be effectively employed in emergency management and, as such, represent pathways for action by members of the emergency management community at all levels. These themes and pathways are explored through the presentation of real-world examples that highlight how Whole Community concepts are being applied in communities across the country.

### 2.1 Understand Community Complexity

Communities are unique, multi-dimensional, and complex. They are affected by many factors, including demographics, geography, access to resources, experience with government, crime, political activity, economic prosperity, and forms of social capital such as social networks, social cohesion between different groups, and institutions. Developing a better understanding of a community involves looking at its members (including vulnerable populations) to learn how social activity is organized on a normal basis (e.g., social patterns, community leaders, points of collective organization and action, decision-making processes), which will reveal potential sources (e.g., individuals and organizations) of new collective action. A realistic understanding of the complexity of a community's daily life will help emergency managers determine how they can best collaborate with and support the community to meet its true needs.

Understanding the complexities of local communities helps with tailoring engagement strategies and shaping programs to meet various needs. Numerous examples exist nationwide and involve local initiatives to identify, map, and communicate with a wide range of local groups. For example, the Houston Department of Health and Human Services (HDHHS) has been actively identifying ways to better communicate and plan with linguistically isolated populations (LIP) and limited-English proficient populations (LEP) in the city. HDHHS is working with about 20 community organizations that serve and represent LIP/LEP communities, along with Interfaith Ministries for Greater Houston, four refugee resettlement agencies that work with these populations, and several apartment complexes in southwest Houston (where many refugee and some immigrant populations live) in an effort to develop trusted relationships and ways to provide current preparedness, response and recovery information. Because of this outreach, significant unmet needs for these specific populations have been identified. The City of Houston is using the information gathered to fulfill these unmet needs and continues to work with these community organizations and private-sector partners to improve outreach materials, methods of communication, and preparedness programs.

The full diversity of communities becomes better understood when communication and engagement efforts move beyond “easy” to “real”. In one California city, the police noticed a high level of violent crime in a particular neighborhood. In a typical policing model, the police would have put more cops on patrol, approached the community to provide them information about the crime, and told them what they



*Figure 3: New Orleans, LA, September 5, 2008—A bilingual volunteer helps non-English speaking evacuees, guiding them in the right direction to board the correct buses to their parishes. Understanding the complexity of communities (e.g., non-English speakers) helps emergency management practitioners to meet the residents' needs. Jacinta Quesada/FEMA*

1 could do to try to avoid being impacted. However, as part of an operational shift, the police began by  
2 approaching the community to get information about the nature and frequency of the local crimes. At the  
3 initial meeting, the police learned from the local residents that there were a large number of problems  
4 making the neighborhood unsafe which police response alone could not correct. Speeding through the  
5 neighborhood; abandoned cars, couches, and other litter in front yards; the conditions of apartment  
6 buildings; the lack of safe walkways for their children; and lack of lighting on street corners all  
7 contributed to the crime situation.

8  
9 At the following community meeting, the police brought  
10 together a number of government departments, including  
11 fire, public works, and the housing authority, to address  
12 the concerns of the residents. Government representatives  
13 agreed to provide dumpsters for the litter and the residents  
14 agreed to fill them. The community agreed to tow the  
15 abandoned cars and identified street repaving as a high  
16 priority. Together, the community and city officials  
17 approached the apartment owners, who agreed to paint the  
18 exteriors of the buildings. The public works department  
19 fixed the street lighting. Building upon the cooperation  
20 and the demonstrated responsiveness to the community's  
21 needs, several residents provided the police with information that led to the arrests of several individuals  
22 involved in the area's drug-related activities. In a relatively short period, police worked with local  
23 residents to transform a narrow crime issue into a broad-based community revitalization effort. Crime  
24 decreased, residents were involved, and the neighborhood was significantly improved.

### Understand Community "DNA"

Learn how communities' social activity is organized and how needs are met under normal conditions.

A better understanding of how pockets of the community resolve issues and make decisions—both with and without government as a player—helps uncover ways to better meet the actual needs of the whole community in times of crisis.

25  
26 Numerous approaches exist to identify and better understand the complexities of local populations, how  
27 they interact, what resources are available, and the gaps that are available between needs and solutions.  
28 For example, community mapping is a way to identify community capabilities and needs by visually  
29 illustrating data to reveal patterns. Examples of patterns may include the location of critical infrastructure,  
30 demographics, reliance on public transportation, available assets and resources (e.g., warehouses that can  
31 be used as distribution centers), and businesses that can continue to supply food or water during and after  
32 emergencies. This is a dynamic process as patterns may change. Emergency managers and local groups  
33 often use community mapping to gather empirical data on local patterns. Revealing patterns can help  
34 emergency managers to better engage communities and understand and meet the needs of individuals by  
35 illustrating the dynamics of populations, how they interact, and available resources.

36  
37 One community mapping program that the Washington State Emergency Management Division  
38 developed ("Map Your Neighborhood") won FEMA's 2011 Challenge.gov award for addressing  
39 community preparedness. This program helps citizens identify the most important steps they need to take  
40 to secure their homes and neighborhoods following a disaster. In addition, it helps to identify the special  
41 skills and equipment neighbors possess, the locations of natural gas and propane tanks for quick response,  
42 and a comprehensive contact list of neighbors who may need assistance, such as older residents, children,  
43 and people with disabilities and other access and functional needs.

## 44 2.2 Recognize Community Capabilities and Needs

45 Appreciating the actual capabilities and needs of a community is essential to supporting and enabling  
46 local actions. For example, in response to past disasters, meals ready-to-eat (MREs) have been used to  
47 feed survivors because these resources were readily available; however, for a large portion of the  
48 population, such as children, seniors, or individuals with dietary or health considerations, MREs are not a

1 suitable food source. Also, it was only relatively recently that the importance of planning for pets in  
2 disasters was recognized.

3  
4 A community's needs should be defined based on what the community requires without being limited to  
5 what traditional emergency management capabilities can address. By engaging in open discussions,  
6 emergency management practitioners can begin to identify  
7 the actual needs of the community and the collective  
8 capabilities (private, public, and civic) that exist to  
9 address them, as the role of government may vary for each  
10 community. The community should also be encouraged to  
11 define what they believe their needs and capabilities are in  
12 order for them to fully participate in planning and actions.

### Plan for the Real

Plan for what communities will really need should a severe event occur and not just for the existing resources on hand.

13  
14 Based on a shared understanding of actual needs, the community can then collectively plan to find ways  
15 to address needs. Following the devastating tornadoes in Alabama during the spring of 2011, various  
16 agencies, organizations, and volunteers united to locate recovery resources in the community and  
17 communicate information about the resources to the public. Two days after the tornadoes, they formed the  
18 Alabama Interagency Emergency Response Coordinating Committee. The committee was led by  
19 representatives from Independent Living Resources of Greater Birmingham, United Cerebral Palsy of  
20 Greater Birmingham, and the Alabama Governor's Office on Disability. The committee also included  
21 representatives from FEMA and the American Red Cross.

22  
23 A daily conference call was attended by as many as 60 individuals representing agencies that serve  
24 individuals with disabilities and chronic illnesses. In addition, volunteers with disabilities continuously  
25 scanned broadcast media and printed and electronic newspapers and called agency contacts to obtain the  
26 latest information on resources for disaster recovery. For instance, volunteers placed calls to local  
27 hospitals and clinics, faith-based  
28 organizations, and organizations  
29 representing clinical professionals to request  
30 help with crisis counseling. Recovery  
31 resource information was compiled in an  
32 extensive database with entries grouped  
33 within the following categories: Red Cross,  
34 FEMA, emergency shelters/housing  
35 assistance, medication assistance, health  
36 care services, mental health support, food  
37 assistance, eyewear, communications,  
38 computers/Internet, hiring contractors for  
39 home repairs, insurance claims, legal aid,  
40 vital documents, older adult care, child care,

41 blood donations, animal shelter and services,  
42 and emergency preparation. The Disaster  
43 Recovery Resource Database was updated  
44 twice daily and information was  
45 disseminated in multiple formats (e.g., e-  
46 mail attachment, Web site, hard copy,  
47 telephone).

48  
49 The committee used local media outlets, state agencies (e.g., health, education, rehabilitation, aging, and  
50 mental health), city and county government, the United Way's 2-1-1 Information & Referral Search and



*Figure 4: Fargo, ND, March 23, 2009 -- Thousands of student and community members work together with the National Guard at the Fargo Dome making sand bags on a 24 hour operation. Community members have the capabilities to help meet their own emergency needs. Michael Reiger/FEMA*

1 Web site, and nonprofit organizations to disseminate the database to community residents. Independent  
2 Living Resources of Greater Birmingham hosted a Web site with recovery resources presented by  
3 category. This collaboration greatly enhanced the delivery of services to individuals with disabilities and  
4 older residents.

5  
6 Some communities have developed self-assessment tools to evaluate how prepared they are for all threats  
7 and hazards. One example is a Community Resilience Index (CRI), which was developed by the Gulf of  
8 Mexico Alliance’s Coastal Community Resilience Priority Issue Team, the Mississippi-Alabama Sea  
9 Grant Consortium, and the Louisiana Sea Grant College Program in collaboration with 18 communities  
10 along the Gulf Coast from Texas to Florida. It is a self-assessment tool and provides communities with a  
11 method of determining if an acceptable level of functionality may be maintained after a disaster. Gaps are  
12 identified through this analysis. The CRI helps to identify weaknesses a community may want to address  
13 prior to the next hazard event and stimulate discussion among emergency responders within a community,  
14 thus increasing its resilience to disasters. As a result of the initial implementation of the CRI, additional  
15 grant funding is being provided by the NOAA Coastal Storms Program to continue to build capacity in  
16 the region so facilitators can assist communities in taking next steps. Under this new grant, facilitators  
17 will continue their work by helping communities identify issues and needs for becoming more resilient,  
18 create shared community visions of the potential extent of future losses, apply strategies to serve near-  
19 and long-term mitigation needs and take the first steps toward adaptation for sea level rise. This support  
20 will be in the form of follow-up training and/or technical assistance.

21  
22 Disaster-resilient communities are, first and foremost, communities that function and solve problems well  
23 under normal conditions. By matching existing capabilities to needs and working to strengthen these  
24 resources, communities are able to improve their disaster resiliency. Community leaders and partners can  
25 help emergency managers in identifying the changing needs and capabilities that exist in the community.

### 26 **2.3 Foster Relationships with Community Leaders**

27 Within every community, there are many different formal and informal leaders, such as community  
28 organizers, local council members and other government leaders, nonprofit or business leaders, volunteer  
29 or faith leaders, and long-term residents, all of whom have valuable knowledge and can provide a  
30 comprehensive understanding of communities. These  
31 leaders can help identify activities in which the  
32 community is already interested and involved as people  
33 might be more receptive to preparedness campaigns and  
34 more likely to understand the relevancy of emergency  
35 management to their lives.

36  
37 The Colorado Emergency Preparedness Partnership  
38 (CEPP) exemplifies the benefits of fostering relationships  
39 with community leaders. According to its Web site,  
40 “CEPP is a collaborative enterprise created by the Denver  
41 Police Foundation, Business Executives for National  
42 Security and the Philanthropy Roundtable. It is a broad coalition to implement a voluntary, all-hazards  
43 partnership between business and government and, to date, is the product of many Colorado partners  
44 including leaders of the philanthropic community, federal, state and local agencies, business, academia,  
45 and US Northern Command.”<sup>4</sup> CEPP has built these trusted relationships since its inception in 2008.  
46 When not responding to a disaster, CEPP partners remain connected with their network through  
47 information bulletins and tap into their capabilities for smaller emergencies and other needs. For example,

**Recognize Community  
Capabilities and Broaden the  
Team**

Recognize communities’ private and civic capabilities and how they can contribute to better pre- and post-event outcomes, and actively engage them in all aspects of the emergency management process.

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<sup>4</sup> Colorado Emergency Preparedness Partnership, Overview. <http://thecepp.org/content/overview>.

1 the police recently needed a helicopter for a murder investigation and they contacted CEPP, a trusted  
 2 partner, to try to find an available one. Within 30 minutes, three helicopters were offered by three  
 3 different member organizations.

4  
 5 Community leaders can also rally their members to join community emergency management efforts and  
 6 to take personal preparedness measures for themselves and their families. Including community leaders in  
 7 emergency management training opportunities is a way to reach individuals as these leaders can pass  
 8 preparedness information to their members. They can be a critical link between emergency managers and  
 9 the individuals they represent. Many emergency management agencies, such as the New York City Office  
 10 of Emergency Management, include their private-sector partners in regular exercises, sustaining and  
 11 strengthening their relationships in the process.

12  
 13 For example, central Ohio is home to the country's  
 14 second-largest Somali population. The Mid-Ohio  
 15 Regional Planning Commission has been working to  
 16 gather information about this group's preferred  
 17 communication methods, religion, behaviors, and customs  
 18 in order to appropriately plan for its needs in the event of  
 19 an emergency. The Somali population requested that  
 20 planners include the Somali community leaders in  
 21 emergency preparedness and response efforts because  
 22 they were the foremost method of trustworthy  
 23 communication. Both emergency managers and the  
 24 community benefit from developing these trusted  
 25 relationships.

### Build Trust through Participation

Successfully collaborating with community leaders to solve problems for non-emergency activities builds relationships and trust over time.

As trust is built, community leaders can provide insight into the needs and capabilities of a community and help to ramp up interest about emergency management programs that support resiliency.

26  
 27 Trust is a recurring theme that underpins healthy and strong communities. It acts as the glue that holds  
 28 different groups together, strengthens and sustains solidarity, and supports the means for collective action.  
 29 Building social trust requires more than conventional outreach focused on "trust issues;" it requires  
 30 collaborating with communities in joint activities designed to address specific local problems. As  
 31 emergency managers and community leaders work together to solve problems, trusting relationships are  
 32 formed as they learn to support and rely on one another. Fostering relationships and collaborating with  
 33 community leaders is a way to build trust within the broader community as they are the link to individual  
 34 community members. To this end, it is important that the government and its partners are transparent  
 35 about information sharing, planning processes, and capabilities to deal with all threats and hazards.

## 2.4 Build and Maintain Partnerships

36  
 37 Though certainly not new, building relationships with  
 38 multi-organizational partnerships and coalitions is an  
 39 exemplary organizing technique to ensure the involvement  
 40 of a wide range of local community members in all  
 41 disaster phases. The collective effort brings greater  
 42 capabilities to the initiatives and provides greater  
 43 opportunities to find agreement throughout the community  
 44 and influence others to participate and support activities.  
 45 The critical step in building these partnerships is to find  
 46 the overlapping and shared interests around which groups  
 47 and organizations are brought together. Equally important  
 48 is to sustain the motivations and incentives to collaborate over a long period of time while improving  
 49 resilience through increased public-private partnership. As Craig Fugate recently stated at the First

### Meet People Where They Are

Engage communities through the relationships that exist in everyday settings and around issues that already have their attention and drive their interactions. Connect the social, economic, and political structures that make up daily life to emergency management programs.

1 National Conference on Building Resilience Through Public-Private Partnerships, “We cannot separate  
2 out and segment one sector in isolation, the interdependencies are too great...we want the private sector  
3 to be part of the team and we want to be in the situation where we work as a team and not compete with  
4 each other.”<sup>5</sup>

5  
6 Businesses play a key role in building resilient  
7 communities. As businesses consider what they need to do  
8 to survive a disaster or emergency, as outlined in their  
9 Business Continuity Plans (BCPs), it is equally important  
10 that they also consider what their customers will need in  
11 order to survive. Without customers and employees,  
12 businesses will fail. The ongoing involvement of  
13 businesses in preparedness activities paves the way to  
14 economic and social resiliency within their communities.

15  
16 An example of a public-private partnership that  
17 successfully negotiated difficult community political and  
18 economic dynamics comes from Medina County, just  
19 southwest of Cleveland, Ohio. Like so many urban areas,  
20 expansion into rural areas placed new demands on water  
21 supplies. Some homebuilders initially wanted to develop  
22 large plots that would require filling in existing wetlands  
23 and natural flood plains. The building plans also required  
24 firefighting services to truck in large amounts of water in  
25 the event of an incident.

26  
27 A broad-based coalition that included the local  
28 government, county flood plain manager, planning  
29 commission, home builders association, and emergency  
30 manager came together to spearhead a process to promote  
31 development in the county while protecting water supplies  
32 and preserving wetlands and ponds. The partnership  
33 achieved a building standard that allowed builders to  
34 develop their desired housing design but also required  
35 them to build ponds and wetlands within each housing  
36 subdivision in an effort to sustain water supplies and  
37 allow improved fire protection and flood plain  
38 management. The zoning and land use mitigation efforts  
39 promoted and protected the health, safety, and welfare of  
40 the residents by making the community less susceptible to  
41 flood and fire damage.

42  
43 Working as a public-private partnership enabled the  
44 participants to reach an agreement and institutionalize it  
45 through cooperative legal processes. Mutual interests and  
46 priorities brought this otherwise disparate group together  
47 to form a productive partnership.  
48

### Partners to Consider Engaging

- Individual citizens
- School boards
- Higher education institutions
- Animal shelters
- Surplus stores
- Hardware stores
- Big box stores
- Small, local retailers
- Supply chain components, such as manufacturers, distributors, suppliers, and logistics providers
- Meals on Wheels
- Medical facilities
- Volunteer organizations (e.g., local Voluntary Organizations Active in Disaster, Community Emergency Response Team programs, volunteer centers, etc.)
- Government agencies (all levels and across disciplines)
- Community leaders (e.g., representatives from specific segments of the community, such as seniors, minority populations, and non-English speakers)
- Local Planning Councils (e.g., Citizen Corps Councils, Local Emergency Planning Councils, etc.)
- Chambers of commerce
- Faith-based organizations
- Community councils
- Nonprofit organizations
- Advocacy groups
- Disability services
- Media outlets
- Airports
- Public transportation systems
- Utility providers
- And many others...

<sup>5</sup> Administrator Craig Fugate, Federal Emergency Management Agency, First National Conference on Building Resilience through Public-Private Partnerships, August 2011.

1 Partnerships are attractive when all parties benefit from the relationship. The State of Florida established a  
 2 team dedicated to business and industry. This dedicated private-sector team is composed of various state  
 3 agencies/organizations and business support organizations. The purpose of this team is to coordinate with  
 4 local, state, and Federal agencies to provide immediate and short-term assistance for the needs of  
 5 business, industry, and economic stabilization, as well as long-term business recovery assistance. The  
 6 private-sector team's preparedness and response  
 7 assistance may include accessing financial, workforce,  
 8 technical, and community resources. Local jurisdictions in  
 9 the state are also incorporating this concept into their  
 10 planning processes. Such partnerships help get businesses  
 11 back up and running quickly after a disaster so businesses  
 12 can then assist with the response and recovery efforts.

13  
 14 Once partnerships have been established, these  
 15 relationships can be sustained through regular activities.  
 16 Community ownership of projects will help ensure  
 17 continued involvement and progress in the future. Further,  
 18 engaging community members through routine resilience-  
 19 building activities will ensure they can be activated and  
 20 sustained during emergencies.

21  
 22 Including partners such as representatives from the for-profit and nonprofit private-sector organizations  
 23 and individuals from the community in preparedness activities (e.g., emergency management exercises) is  
 24 a way to maintain momentum. One key aspect of maintaining partnerships is to set up regular means of  
 25 communication with community groups and local leaders, such as through newsletters, meetings, or  
 26 participating volunteers, to ensure that they stay informed about and engaged in emergency management  
 27 activities. The Agua Caliente Band of Cahuilla Indians sends out a monthly outreach newsletter that  
 28 includes emergency preparedness updates. Contact information is provided in the newsletter to encourage  
 29 community members to provide feedback on emergency management programs. The tribe also uses social  
 30 media applications like Twitter and Facebook to update the community on emergency management issues  
 31 and programs.

32  
 33 Emergency managers can continue to build and maintain partnerships that emerge during the response  
 34 phase enabling a better response when another disaster strikes. For example, Support Alliance for  
 35 Emergency Readiness Santa Rosa (SAFER) is a network of organizations committed to serving actively  
 36 during disasters. It was developed to bring together local businesses and faith-based and nonprofit  
 37 organizations to provide more efficient service to disaster survivors after Hurricane Ivan devastated the  
 38 Florida area. The network's coordinating efforts were aimed specifically at eliminating unnecessary  
 39 duplication of effort.

40  
 41 During nonemergency periods, SAFER works closely with other agencies to address the needs of the  
 42 impoverished and vulnerable people within the county. In connection with this, SAFER helps families  
 43 who lose their homes to fire, replenishes local food pantries, and provides cold weather shelters to the  
 44 homeless. The relationships it forms in serving community residents daily provides the foundation for  
 45 collective action when disaster strikes.

## 46 **2.5 Empower Local Action**

47 Recognition that the government cannot manage disasters alone means that local communities need the  
 48 opportunity to draw on their full potential to operate effectively. Empowering local action means letting  
 49 communities lead—not follow—in identifying priorities, organizing support, implementing programs,

### **Create Space at the Table**

Open up the planning table and engage in the processes of negotiation, discussion, and decision making that govern local residents under normal conditions.

Encourage community members to identify additional resources and capabilities. Promote broader community participation in planning and empower local action to facilitate buy-in.

1 and evaluating outcomes. The emergency manager promotes and coordinates, but does not direct, these  
2 conversations and efforts. Lasting impacts of long-term capacity building can be evident in an evolving  
3 set of civic practices and habits among leaders and the public that become embedded in the life of the  
4 community. In this regard, the issue of social capital becomes an important part of encouraging  
5 communities to own and lead their own resilience activities.<sup>6</sup> Furthermore, community ownership of  
6 projects provides a powerful incentive for sustaining action and wide involvement.

7  
8 Following the 2008 flood in Cedar Rapids, Iowa, the city came together to identify the capabilities of  
9 agencies and organizations that could assist with the recovery. Representatives from state, county, and  
10 city governments, the chamber of commerce, schools, businesses, faith-based organizations, nonprofit  
11 organizations, and neighborhood associations, many of whom were involved in the response to the flood,  
12 formed the Recovery and Reinvestment Coordinating Team (RRCT). They explicitly forged the  
13 partnership to help create a framework for recovery that would include the broad interests of the entire  
14 area.

15  
16 The RRCT organized open houses and general public meetings for hundreds of residents and business  
17 owners in an effort to develop a community-wide discussion of the priorities for long-term revitalization  
18 and investment in the city. They also focused the public  
19 discussions on the need to integrate the revitalization plan  
20 with a flood protection plan. Out of these efforts, the  
21 RRCT established the Neighborhood Planning Process  
22 (NPP) to oversee the city’s post-flood Reinvestment and  
23 Revitalization Plan. The Reinvestment and Revitalization  
24 Plan included area action plans, goals, timeline and  
25 redevelopment strategy for all ten affected neighborhoods,  
26 ultimately turning the recovery effort into an opportunity  
27 for redesigning and revitalizing the city.

**Let Public Participation Lead**

Enable local communities to lead, not follow, in identifying priorities, organizing support, implementing programs, and evaluating outcomes. Empower them to draw on their full potential in developing collective actions and solutions.

28  
29 Strengthening government’s relationship with communities should be based on support and  
30 empowerment of local collective action, with open discussion of the roles and responsibilities of each  
31 party. This vision should be clearly conveyed so that participating organizations can commit adequate  
32 resources over the long term and have a clear understanding of what the desired outcomes will be.  
33 Engaging communities as partners in emergency planning is critical to developing collective actions and  
34 solutions.

35  
36 Two consecutive tragedies involving youth in a city in Colorado caused community members to  
37 recognize a need to better educate their youth on emergency situations. A local battalion fire chief helped  
38 form a small group of volunteers from the fire and police departments, enlisted support from a local TV  
39 station’s meteorologist, and began offering clinics and classes. Other agencies joined the effort and the  
40 group also began offering a Youth Disaster Training program for teenagers, hoping to engage the younger  
41 population in a broader, more meaningful experience through which emergency management skills and  
42 knowledge could easily be learned. The organizers found that when the teen participants became  
43 involved, the program’s originally planned learning objectives and training approach were transformed.  
44 The teens rejected the program’s original logo and redesigned it to be more meaningful to their peers. The  
45 teens also pressed for a different type of instruction. They wanted to hear from people who had actually  
46 survived a disaster. The teenagers wanted to hear the story, what was it like, and how the survivors and  
47 relatives of victims felt afterward.

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<sup>6</sup> “By analogy with notions of physical capital and human capital—tools and training that enhance individual productivity—‘social capital’ refers to features of social organization such as networks, norms, and social trust that facilitate coordination and cooperation for mutual benefit.” Putnam, Robert D., “Bowling Alone: America’s Declining Social Capital”, *Journal of Democracy* 6:1, Jan 1995, 65-78, p. 67

1  
2 The Youth Disaster Training program became such a success that requests to participate quickly  
3 outstripped the available and planned resources. Other organizations, including public school leaders,  
4 state agencies, and other organizations, joined in. Kids brought their parents, informed their friends, and  
5 participated in activities, such as a career development session where they met emergency managers from  
6 the health department, fire and police, the National Oceanic and Atmospheric Administration (NOAA),  
7 and FEMA. As a result of the summer program, the teenagers became empowered to voice their needs  
8 and interests and design and implement the best ways to fulfill them.

## 9 **2.6 Leverage and Strengthen Social Infrastructure, Networks, and Assets**

10 Leveraging and strengthening existing social infrastructure, networks, and assets means investing in the  
11 social, economic, and political structures that make up daily life and connecting them to emergency  
12 management programs. A community in general consists of an array of groups, institutions, associations,  
13 and networks that organize and control a wide variety of assets and structure social behaviors. Local  
14 communities have their own ways of organizing and managing this social infrastructure. How to achieve  
15 this under normal conditions (i.e., before a disaster) is critical to both immediate response and long-term  
16 recovery after a disaster. Emergency managers can strengthen existing capabilities by participating in  
17 discussions and decision-making processes that govern local residents under normal conditions and  
18 aligning emergency management activities to support community partnerships and efforts.

19  
20 Communities are extremely resourceful in  
21 using what is available—in terms of  
22 funding, physical materials, or human  
23 resources—to meet a range of day-to-day  
24 needs. Whether relying on donations and  
25 volunteers to stock a local food bank or  
26 mobilizing neighbors to form “watch  
27 groups” to safeguard children playing in  
28 public parks, communities have a great  
29 capacity for dealing with everyday  
30 challenges. There are opportunities for  
31 government to support and strengthen these  
32 pathways, such as providing planning spaces  
33 where people can meet and connect,  
34 providing resources to support local  
35 activities, and creating new partnerships to  
36 expand shared resources. Enhancing the  
37 successful, everyday activities in  
38 communities will empower local populations  
39 to define and communicate their needs, mediate challenges and disagreements, and participate in local  
40 organizational decision making. As a result, a culture of shared responsibility and decision making  
41 emerges, linking communities and leaders in tackling problems of common concern.



Figure 5: Madison, TN, May 29, 2010 -- Gary Lima, Tennessee Emergency Management Agency (TEMA) Community Relations Coordinator, leads Boy Scout troop #460 in a Memorial Day project to place flags on graves. The picture reflects emergency managers becoming involved in the day-to-day activities of community groups. David Fine/FEMA

42  
43 Experiences in Haiti after the catastrophic earthquake in 2010 dramatically underscore the value of  
44 leveraging existing social infrastructure. A research team that had worked for months after the disaster  
45 identified two different types of social and organizational networks providing aid to earthquake  
46 survivors.<sup>7</sup> One network consisted of large relief agencies that focused on transporting a large volume of

<sup>7</sup> José Holguín-Veras, Ph.D., Miguel Jaller, and Tricia Wachtendorf, Ph.D., Field Investigation on the Comparative Performance of Alternative Humanitarian Logistic Structures after the Port au Prince Earthquake: Preliminary Findings and Suggestions. March 2, 2011.

1 humanitarian aid from outside the country and into the disaster area. The second type of network involved  
2 pre-existing social groups that routinely worked with and inside local Haitian neighborhoods to provide  
3 basic social services.  
4

5 The network of large relief agencies had to create systems and gather manpower and equipment to  
6 distribute the aid, whereas the second group that used pre-existing social groups already had systems,  
7 manpower, and equipment in place. The unfamiliar network of large relief agencies was also plagued by  
8 aggression and theft by the locals, which the familiar pre-existing social groups did not experience. Since  
9 the network of pre-existing social groups routinely worked with and inside local Haitian neighborhoods to  
10 provide basic social services, they were trusted and had detailed knowledge of local conditions, allowing  
11 them to anticipate local needs accurately and provide the aid required. Since they knew the actual amount  
12 of resources needed, they did not rely on large convoys that would be tempting to vandals.  
13

14 Many of the problems encountered in providing aid to  
15 Haiti resemble difficulties faced in other large-scale  
16 emergency response operations. Problems did not occur  
17 because of an absolute shortage of supplies or slow  
18 responses. Rather, they resulted from failures to connect  
19 with and benefit from the strengths of existing, familiar  
20 patterns of community interaction and assistance.  
21 Addressing this shortcoming yielded better outcomes for  
22 the survivors.  
23

**Strengthen Social Infrastructure**

Align emergency management activities to support the institutions, assets, and networks that people turn to solve problems on a daily basis.

24 One reason why local community organizations are effective during emergencies is that they are rooted in  
25 a broad-based set of activities addressing the core needs of a community. They may be, for instance,  
26 involved in feeding and sheltering the homeless or working with children in after-school situations. They  
27 also remain visible in the community, communicating regularly with local residents about issues of  
28 immediate concern as well as more distant emergency management interests.

### 3.0 WHOLE COMMUNITY IN PRACTICE

Communities are complex and unique. Ideas that work well in one community may not be feasible for another due to local regulations, available funding, or community culture, for example. Some communities have fully integrated Whole Community concepts into their operations. For other communities, this is a new concept that they are hearing about for the first time. If this concept is familiar to you, think about what you can teach and share with others. On the other hand, if you are looking to begin a Whole Community approach or expand existing programs, the reflective questions and bullets below may help get you started.

Below are ideas and recommendations that were collected during facilitated group discussions with emergency management practitioners from nonprofit organizations, academia, private-sector organizations, and all levels of government. These recommendations are by no means exhaustive, but are intended to help you think about ways in which you can establish or broaden a Whole Community practice of emergency management within your community.

#### **How can we better understand the actual needs of the communities we serve?**

- Educate your emergency management staff on the diversity of the community and implement cultural competence interventions, such as establishing a relationship with a multi-lingual volunteer to help interact with the various groups.<sup>8</sup>
- Learn the demographics of your community. Develop strategies to reach them and engage in their communities in connection with issues that are important to them.
- Know the languages and communication methods/traditions in the community—not only what languages people speak and understand, but how they actually exchange new information and what information sources they trust.
- Know where the real conversations and decisions are made. They are not always at the council level, but at venues such as the community center, neighborhood block parties, golf club, or church. Tap into these opportunities to listen and learn more about the community. For example, homeowner association quarterly meetings (social or formal) may serve as opportunities to identify current community issues and concerns and to disseminate important public information.

#### **What partnerships might we need to develop an understanding of the community's needs?**

- Identify a broad base of stakeholders, including scout troops, sport clubs, and all types of community groups to identify where relationships can be built and information can be shared about the community's needs.
- Partner with groups that interact with a given population on a daily basis, such as first responders, churches, niche media outlets, and other community organizations. These groups/organizations have already established trust within the community and can act as liaisons to open up communication channels.

#### **How do we effectively engage the whole community in emergency management, to include a wide breadth of community members?**

- Reach out to and interact with groups you have not engaged with or spoken to before. Ask people and organizations you have already involved in emergency planning who else should be at the table.

<sup>8</sup> For more information on cultural competence interventions, see Betancourt, J., et al., "Defining Cultural Competence: A Practical Framework for Addressing Racial/Ethnic Disparities in Health and Health Care", Public Health Reports, 2003, Vol. 118.

- 1 • Maintain ongoing, clear, and consistent communication with all pockets of the community using  
2 vocabulary that is understood and known by those members.
- 3 • Discuss how organizations can have a formal role in the community's emergency plan and, when  
4 feasible, include them in training activities and exercises.
- 5 • Use the power of social media applications (e.g., Facebook and Twitter) to disseminate messages,  
6 create two-way information exchanges, and understand and follow up on communication that is  
7 already happening within the community.
- 8 • Involve children and youth through educational programs and activities centered on individual,  
9 family, and community preparedness.
- 10 • Develop recovery plans with full participation and partnership with the full fabric of the community.
- 11 • Incorporate emergency planning discussions into the existing format of community meetings. Multi-  
12 purpose meetings help increase participation, especially in communities where residents must travel  
13 long distances to attend such meetings.
- 14 • Identify barriers to participation in emergency management meetings (e.g., lack of childcare or access  
15 to transportation and time of the meeting) and provide solutions where feasible (e.g., provide  
16 childcare, arrange for the meeting to be held in a location accessible by public transportation, and  
17 schedule for after-work hours).
- 18 • Include physical, programmatic, and communication access needs of community members with  
19 disabilities when organizing community meetings.

20  
21 **How do we generate public interest in disaster preparedness to get a seat at the table with**  
22 **community organizations?**

- 23 • Integrate the public and institutions into the planning process by hosting town hall meetings and by  
24 participating in nonemergency management community meetings. Listen to the public's needs and  
25 discuss how individuals can play a role in the process.
- 26 • Make yourself available for local radio call-in programs to answer questions callers have about  
27 emergency management and solicit input from the listeners on what they see as the top priorities for  
28 community resilience.
- 29 • Have an open house at your emergency operations center (EOC) and invite the public. Invite schools  
30 for field trips. Explain how you use the equipment to help protect the community.

31  
32 **How could we tap into what communities are interested in to engage about increasing resilience?**

- 33 • Find local heroes and opinion leaders and learn what they are interested in or involved in and tailor  
34 emergency management materials and information to meet their interests.
- 35 • Find out what issues or challenges communities are currently confronting, how they are organizing,  
36 and how emergency management might help them address pressing needs.

37  
38 **What activities can emergency managers change or create to help strengthen what already works**  
39 **well in communities?**

- 40 • Understand how you can share and augment resources with partners within your community during  
41 emergencies. For example, providing the power generator to a store that has all the supplies the  
42 community needs but no power to stay open.

- 1 • Work with your partner organizations to better understand the various ways they will be able to  
2 prepare for, respond to, and recover from disasters and supplement their activities and resources  
3 rather than compete with them.
- 4 • Identify organizations that already provide support to the community and determine how you can  
5 supplement their efforts during times of disaster when there might be a greater need. For example, if  
6 food banks distribute food on a regular basis, emergency managers can deliver additional food to the  
7 food banks to help them meet a greater demand during a disaster.
- 8 • Leverage existing programs such as the neighborhood watch network to strengthen emergency  
9 management skills in the community. Include Community Emergency Response Team (CERT)  
10 training as part of the neighborhood watch criteria.

### 11 **How can communities and emergency management support each other?**

- 13 • Provide adequate information to organizations ahead of time so they can better prepare and respond to  
14 emergencies. In return, organizations will provide you with information on their status and ability to  
15 assist when you need them. For this reason, ongoing bi-directional information sharing is one of the  
16 most important aspects of maintaining your partnerships. Have regular meetings with community  
17 leaders and partners to maintain momentum.
- 18 • Provide support to for-profit private-sector organizations in the development of BCPs. Keeping  
19 businesses up and running after an event helps to stabilize a community's economy and promotes  
20 resiliency.

21  
22 When reflecting on the above questions and ideas, it is important to remember that one size does not fit  
23 all. What success looks like will vary for each community. Just as certain Whole Community efforts are  
24 appropriate for some communities and not for others, every jurisdiction has a different idea of what  
25 success means to them. Periodically assessing progress facilitates an ongoing dialogue and helps  
26 determine if the needs of the community are being met. Whole Community implementation requires  
27 flexibility and refinement through routine evaluation as lessons are learned. Communities should define  
28 metrics that are meaningful to them to track progress in the actions they choose to take toward meeting  
29 the communities' needs.

30  
31 Regardless of where you are in practicing Whole Community principles, think about how you can start or  
32 continue incorporating Whole Community principles and themes into what you do today. Test out your  
33 ideas and discuss them with your colleagues to learn and continue the national dialogue.

## 4.0 CONCLUSION

FEMA began its national dialogue with a proposition: *A community centric approach for emergency management that focuses on strengthening and leveraging what works well in communities on a daily basis offers a more effective path to building societal security and resilience.* By focusing on core elements of successful, connected, and committed communities, emergency management can collectively achieve better outcomes in times of crisis, and enhance the resilience of our communities and the Nation. The three core principles of Whole Community—understand and meet the actual needs of the whole community; engage and empower all parts of the community; and strengthen what works well in communities on a daily basis—provide a foundation for pursuing a Whole Community approach to emergency management through which resiliency can be attained.

Throughout this document, FEMA seeks to spark exploration into community engagement strategies to promote further discussion on approaches that position local residents in leadership roles in planning, organizing, and sharing accountability for the success of local disaster management efforts. This document is part of the larger effort to build an integrated, whole community, capabilities-based approach to preparedness called for by the recently signed Presidential Policy Directive (PPD-8): National Preparedness.<sup>9</sup> FEMA believes that a Whole Community approach to emergency management should be applied to everything it does as an Agency, and accomplished collectively as a field of practice. As such, FEMA is incorporating a Whole Community approach in the development of PPD-8 deliverables, including the National Preparedness Goal, National Planning Frameworks, National Preparedness System, and campaign to build and sustain preparedness nationwide.

Truly enhancing our Nation’s resilience to all threats and hazards will require the emergency management community to transform the way the emergency management team thinks about, plans for, and responds in such a way to support community resilience. It takes all aspects of a community to effectively prepare for, protect against, respond to, recover from, and mitigate against disasters. It is critical that individuals take responsibility for their own self-preparedness efforts and that the community then works together to develop the collective capacity needed to improve the community’s resilience.

Building community resilience in this manner requires emergency management practitioners to effectively engage with and holistically plan for the needs of the whole community. This includes, but is not limited to, people speaking different languages, those from diverse cultures or economic backgrounds, people of all age—from children and youth to seniors, people with disabilities and other access and functional needs, and populations traditionally underrepresented in civic governance. At the same time, it is important to realign emergency management practices to support local needs and work to strengthen the institutions, assets, and networks that work well in communities on a daily basis.

This is just a start. It will take time to transform the way the Nation thinks about, plans for, and responds to disasters. FEMA recognizes that the challenges faced by the communities it serves are constantly evolving; as an Agency it will always need to adapt, often at a moment’s notice. This shift in the Nation’s approach to addressing the needs of survivors is vital to keep people and communities safe and to prevent the loss of life and property from all threats and hazards. The descriptions of current Whole Community themes in this document provide a starting point to help emergency managers, as members of their communities, address that challenge. However, it will require the ability of members of the entire community, from government agencies to local residents, to continue to learn together.

To that end, FEMA will continue its national dialogue to exchange ideas, recommendations, and success stories. The Agency also intends to develop additional materials for emergency managers that will

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<sup>9</sup> President Barack Obama. Presidential Policy Directive 8 (PPD-8): National Preparedness. March 30, 2011.

- 1 support the local adoption of the Whole Community concept. As part of this ongoing dialogue, reactions
- 2 and feedback to the Whole Community concept presented in this document can be sent to [FEMA-](mailto:FEMA-Community-Engagement@fema.gov)
- 3 [Community-Engagement@fema.gov](mailto:FEMA-Community-Engagement@fema.gov).

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