Community Resilience Enhancement Intervention Handouts ©

Communities Advancing Resilience Toolkit (CART) ©

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Community Resilience Enhancement Intervention Handouts

The included handouts are designed for distribution to the enhancement team members. Each handout covers the highlights of one aspect of the community resilience enhancement process. The facilitator may give or send the appropriate handouts to enhancement team members along with an agenda or other materials in preparation for each discussion. Reviewing the handout at the meeting may help to stimulate learning about community resilience and generate ideas for the enhancement plan.

The following list identifies handouts included in this document.

1. An Overview of Enhancing Community Resilience to Disasters
2. Community Resilience Enhancement Steps and Schedules
3. Organizing the Team
4. Generating the Initial Community Resilience Narrative
5. Identifying Threats to the Community
6. Analyzing Resources and Opportunities
7. Moving Toward the Desired Community Resilience
8. Checking Actions for Feasibility and Strategic Impact
9. Selecting Actions for Implementation
10. Developing Mini-plans for Implementation

The entire case report, Appendix A in the *Community Resilience Enhancement Intervention Handbook*, or the enhancement team’s report found in the case also may provide helpful guidance when used as handouts. Copies of the Case and the Team Report formatted for use as handouts are available on the TDC website: [http://www.oumedicine.com/psychiatry/research/terrorism-and-disaster-center](http://www.oumedicine.com/psychiatry/research/terrorism-and-disaster-center)
Handout 1. An Overview of Enhancing Community Resilience to Disasters

The community resilience enhancement team will work with three key concepts: (1) **disasters** – the threat, (2) **resilience** – the ability to deal with the threat, and (3) **enhancement** – a process to improve resilience.

A **disaster** is an event that may cause **severe undesirable consequences** such as:
- Death and/or injuries including emotional trauma
- Extensive property damage

A **disaster** begins relatively rapidly and can affect a large number of people.

**Disasters** result from three major causes:
- **Natural events** such as hurricanes, floods, tornadoes, and wildfires
- **Unintentional events** such as industrial accidents, train crashes, and bridge collapses
- **Intentional events** such as terrorist attacks and mass shootings

**Resilience** in the context of disasters is the ability to function effectively:
- When faced by the threat of a disaster
- During and after the occurrence of a disaster

**Effective functioning** in the context of disasters consists of:
- Before a disaster, maintaining a normal personal and work life while making reasonable preparations for a disaster
- During a disaster, taking action to minimize the risks of death, injury, and property damage
- After a disaster, taking action to return to a normal life as quickly as practical

**Personal resilience** is the ability of a person to function effectively with respect to disasters. Personal resilience derives from a person’s knowledge, skills, and emotions and from access to disaster relevant resources either directly or from community or disaster support services.

A **community** may exhibit greater resilience than the sum of the members’ personal resilience. The additional resilience or “synergy” that occurs in **community resilience** results from the community groups working as a team: working toward common goals, communicating, cooperating, sharing, and learning.
The disaster system of care is a loosely structured social network of organizations that provide disaster related services. Organizations may include the Federal Emergency Management Agency (FEMA), the Red Cross, police, fire, medical services, charities, and many others. Because many of the resources to deal with a disaster will come from the disaster system of care, a community can increase its resilience by improving links with the disaster system of care.

In summary, community resilience builds on three key components of resilience:
1. The personal resilience of community members
2. The added resilience of the community team
3. The support provided by the disaster system of care

The enhancement process builds on and adapts the concepts of teams, social networks, agile management, and strategic impact to enhancing community resilience.

A first element of enhancing community resilience is difference reduction: finding a way to move from a current situation to a more desirable situation. Figure 1.1 illustrates that community resilience enhancement is a process that moves an organization from the current community resilience to, or closer to, the desired community resilience.

Figure 1.1. The Community Resilience Enhancement Process

The steps to enhance community resilience are:
1. Analyze the characteristics of the current community resilience
2. Develop the characteristics of the desired community resilience
3. Identify the differences between the current and desired situations
4. Find actions to reduce the differences – that is, to move the current situation closer to the desired situation
5. Implement these actions

A second element of enhancing community resilience is strategic impact analysis of differences and actions. Not all differences are equal; some have much more impact on community resilience than others. Similarly, not all actions have the same impact. Strategic impact analysis tries to focus effort on a small number of items that have the most significant long-lasting impact.
A third element of enhancing community resilience is agile management. Agile management encourages teams to: (1) have clear goals; (2) focus on the most important issues; (3) emphasize action with only summary documentation; (4) minimize the time to get results by limiting scope, performing activities in parallel when practical, and implementing actions as soon as possible; and (5) being responsive and flexible – for example, taking action when progress slows or new issues arise.

The purpose of enhancement for community resilience to disasters is to:

- Reinforce and strengthen the ability of people and organizations in a community to work as a team to improve resilience to disasters
- Enhance the community’s knowledge about access to, and use of, the disaster system of care network
- Increase personal resilience
Handout 2. Community Resilience Enhancement Steps and Schedules

Possible steps for the community resilience enhancement process are shown below. The team decides which steps to include in the schedule, when to do them, who will do them, and how much time to spend on each.

- Review the concepts of disasters, resilience, and enhancement (Handout 1).
- Discuss the results of the CART Assessment Survey;
- Define the project schedule (Handout 2);
- Organize the team – assign roles and set up sub-teams as desired (Handout 3); and
- Discuss/prepare an Initial Community Resilience Narrative (Handout 4).
- Identify threats for your community (Handout 5);
- Identify resources and opportunities (Handout 6); and
- Refine the Community Resilience Narrative based on threats, resources, and opportunities.
- Define the desired community resilience (Handout 7);
- Select an overall goal – probably “to enhance community resilience”;
- Select sub-goals as desired – for example, improving community team behavior, understanding the disaster system of care;
- Specify objectives that define the desired community resilience; and
- Identify actions to reduce the difference between the current community resilience and the desired community resilience.
- Check the actions for criticality and feasibility (Handout 8);
- Select actions for implementation (Handout 9); and
- Develop mini-plans for implementing each action (Handout 10).
- Monitor progress; and
- Take action to correct problems, create new actions, change objectives, or generate other activities as needed.

At the end of each meeting:
- Select or confirm a time and place for the next meeting; and
- Set an agenda for the next meeting.
The team has two major choices on how to proceed:

1. The team can strive for completeness at each stage – complete the definition of current community resilience, complete the desired community resilience, develop a full and comprehensive set of actions, select the actions with the most strategic impact, and implement the chosen actions; or

2. The team can focus on simplicity and timeliness – perform a quick study of the current and desired community resilience, identify some actions, and start implementation. As the team learns more about the community and resilience and perhaps sees the results of the initial implementation efforts, the team can refine the desired resilience and generate and implement additional actions. With this approach, the plan evolves over time.

Either approach or combinations thereof will work. The first is more conducive to strategic impact analysis, but the team may lose interest before any implementation occurs. The second may give the team more perception of progress and keep people engaged.

Part of a sample schedule based on the earlier described second choice follows. The sample is only one illustration. The team should decide what to put in its schedule. Agile planning suggests that the team should review the schedule at each meeting and make any changes that seem appropriate.

<table>
<thead>
<tr>
<th>Begin</th>
<th>End</th>
<th>Activities</th>
<th>Assignment</th>
</tr>
</thead>
<tbody>
<tr>
<td>………</td>
<td>………</td>
<td>Possible initial activities are: conduct an assessment survey, assemble a team, select a facilitator, etc.</td>
<td>Sponsor</td>
</tr>
<tr>
<td>Feb 25</td>
<td>Feb 25</td>
<td>First team meeting. Discuss survey results. Assign roles. Prepare initial community narrative. Create sub-teams. Assignments: Sub-team 1. Assess current resilience; Sub-team 2. Define desired resilience; Sub-team 3. Identify actions. Set or confirm date for the next meeting.</td>
<td>All team members</td>
</tr>
<tr>
<td>………</td>
<td>………</td>
<td>Possible work between meetings perhaps online</td>
<td></td>
</tr>
<tr>
<td>Mar 16</td>
<td>Mar 16</td>
<td>Second team meeting. Review input from each sub-team and consolidate into a consistent plan. Identify additional work needed and assign tasks to sub-teams. If practical, select some actions for immediate implementation. Set or confirm date for the next meeting.</td>
<td>All team members</td>
</tr>
<tr>
<td>………</td>
<td>………</td>
<td>Possible work between meetings perhaps online</td>
<td></td>
</tr>
<tr>
<td>Apr 3</td>
<td>Apr 3</td>
<td>Third team meeting. Refine, modify, and add to the enhancement plan as appropriate including adding more actions. Decide what else needs to be done, and how and when to do it. Set or confirm date for the next meeting.</td>
<td>All team members</td>
</tr>
<tr>
<td>………</td>
<td>………</td>
<td>Decide if, when, and how to continue</td>
<td></td>
</tr>
</tbody>
</table>
Handout 3. Organizing the Team

Teams vary in how much organization they wish to have. Some ideas for consideration follow.

Possible team roles:

- **Facilitator** – runs the group meetings, keeps focus on the agenda topics for the meeting, and tries to make sure that everyone who wishes to make a contribution to any of the topics discussed has the opportunity to do so.
- **Coordinator** – sets meeting times, notifies members, arranges for a meeting place, and so forth.
- **Recorder** – keeps a record of what happens at each meeting with emphasis on key points, decisions, actions, and assignments.
- **Records manager** – keeps track of all documents and reports in use by the team and makes them available to team members. If the team has a website, the records manager may keep the website up to date.
- **Project monitor** – tracks progress against the project schedule and facilitates discussions of corrective actions as needed.

Often a team finds that dividing into sub-teams helps to distribute the workload and improve performance. One starting point is to set up sub-teams for the basic functions of:

- Describing current community resilience
- Defining desired community resilience
- Developing actions to reduce the difference between current and desired community resilience

The team may wish to create additional sub-teams as follows:

- Managing the team website (consists of a couple of people who also serve on one of the other basic function sub-teams)
- Implementing actions (members of these sub-team come, as needed, from membership of the basic function sub-teams perhaps supplemented with people with high strategic impact such as community leaders or government officials)
Handout 4. Generating the Initial Community Resilience Narrative

Once the team has discussed the concepts of community resilience to disasters and enhancement, the team may wish to generate an initial version of the community resilience narrative.

- This discussion offers an opportunity to obtain and record the members’ views on important and relevant issues and features in the community with respect to disaster resilience.
- The goal is to obtain a broad overview of issues and perceptions for community resilience in the participants’ community or communities.
- If results from the CART Assessment Survey of the community are available, a discussion of the results is a good way to begin to identify current strengths and opportunities.
- Team members can bring up points about the current situation, about visions and objectives, about actions, or about other topics, for example, implementation.
- Team members should feel free to bring up any points that they feel are relevant.
- The facilitator or a team member should write the points on a whiteboard or sheets of paper and the team should try to organize the points under headings. At intervals during the discussion or near the end of the discussion, the facilitator or a team member may summarize what he or she thinks was said. Team members should comment and suggest modifications, additions, or deletions.
- A recorder for the team should make sure the points are preserved for feedback to the team in written (or electronic) form at a later time. (The recorder and facilitator may wish to further organize and refine the points before sending them back to team members.)
- The use of an outline format may help to reduce the workload associated with preparing a summary of the initial community resilience.

Some teams might wish to skip or minimize the initial community resilience narrative and proceed to work on more structured tasks to define current community resilience – identify threats and analyze resources and opportunities.
Handout 5. Identifying Threats to the Community

Threat analysis consists of identifying threats that might cause a disaster, assigning a likelihood measure to each threat, and describing the possible consequences of the disaster that can result from the threat. Community resilience relates to potential or actual disasters, and disasters result from threats. Because threats are the catalysts for disasters, threat analysis offers a good starting point for a structured analysis of the current community resilience.

The enhancement team may wish to prepare a threat table similar to the one below, filling in the threats that are deemed most relevant to the participants’ community. The threats the team chooses may vary from the ones below.

A Sample Threat Table for a Community

<table>
<thead>
<tr>
<th>Threat</th>
<th>Risk</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tornadoes</td>
<td>High</td>
<td>Can affect any member of the community</td>
</tr>
<tr>
<td>Ice storms</td>
<td>High</td>
<td>Loss of electrical power in freezing weather can be serious</td>
</tr>
<tr>
<td>Strong winds</td>
<td>High</td>
<td>Mainly causes property damage</td>
</tr>
<tr>
<td>Residential fires</td>
<td>High</td>
<td>Can cause death, property damage, displacement, and trauma</td>
</tr>
<tr>
<td>Flooding</td>
<td>Varies</td>
<td>Can affect homes in lower areas</td>
</tr>
<tr>
<td>Earthquakes</td>
<td>Medium</td>
<td>Small ones occur regularly; no data on risk of a major one</td>
</tr>
<tr>
<td>School shootings</td>
<td>Low</td>
<td>Unlikely but might happen</td>
</tr>
<tr>
<td>Wildfires</td>
<td>Low</td>
<td>Urban area, good fire protection, damage possible but unlikely</td>
</tr>
<tr>
<td>Unintentional</td>
<td>Low</td>
<td>No railroads, highways, bridges, or industrial plants nearby</td>
</tr>
<tr>
<td>Terrorism</td>
<td>Low</td>
<td>Terrorism acts unlikely but better to be prepared</td>
</tr>
</tbody>
</table>

In addition to identifying specific threats, the team can consider common elements of disasters that may occur in many disaster situations. Common elements of disasters include:

- **Evacuation** – when warning is available for threats such as floods, hurricanes, and wildfires, people often choose to, or are directed to, leave danger areas before the disaster occurs. A community plan to help people who need assistance to evacuate can improve community resilience.

- **Displacement** – the actual occurrence of a number of disasters (e.g., tornadoes, hurricanes, fires, floods) may displace people from their homes for anywhere from a few hours to permanently. A community plan to help displaced people relocate can improve community resilience.

- **Rescue** – many disasters result in the need to rescue people from unsafe circumstances. Police, fire, and other emergency workers respond as soon as possible. A community plan to safely provide assistance to emergency workers can improve community resilience.

- **Life essentials: medical care, shelter, food, and water** – the Red Cross, FEMA, local churches, and other organizations respond to these needs when possible. Enhancement projects that aid neighbors to help neighbors with life essentials when necessary can improve community resilience.

- **Emotional stress** – the anticipation of, experience of, and recovery from any disaster can cause some emotional stress in many people and a high level of stress in some people. A community plan to help members deal with emotional stress can improve community resilience.
Handout 6. Analyzing Resources and Opportunities

Resource analysis looks at the resources, both human and physical, that are available to deal with threats and disasters. Some of these resources exist within the community; some may reside in organizations such as churches or the Red Cross while others may come from government agencies such as local police and fire departments, state National Guard units, or FEMA.

- Human resources are people. The focus here is on people skills of caring, cooperation, communication, and learning relevant to disaster resilience.
- Physical resources consist of a broad range of items within the community such as money, shelters, food, water, transportation, and communications.

Opportunity analysis examines potential resources outside the direct control and/or the geographical boundaries of the community that the team members may explore for inclusion in their enhancement plan for community resilience. Many of these resources can come from the disaster system of care.

- Churches and schools may play important roles in a disaster.
- Some commercial establishments may serve as shelters or provide other resources.
- Local television stations may make telephone warning calls and most will broadcast warnings about threats that might cause disasters.
- Clinics or medical facilities may provide medical services in the event of a disaster.
- Local governments provide police and fire services including first responders to disasters and may have specialized equipment and services for disasters.
- State governments may provide National Guard support and other assistance in time of disasters.
- FEMA, the Red Cross, the Salvation Army, Catholic Charities, and similar national organizations will provide a wide range of assistance for all phases of disaster management.

FEMA defines four phases of disaster management described in the following material. The four phases can provide a useful framework for answering two questions about resources and opportunities: (1) when or under what circumstances are the resources and opportunities available to community members and (2) do community members know how to access the resources and opportunities?

1. Mitigation – resources and actions taken to prevent or reduce the seriousness of disasters. Many natural disasters are difficult or impossible to prevent. Dams and other control structures prevent some flooding and clear spaces can stop wildfires. A number of processes can reduce the impact of disasters, for example, building storm shelters can mitigate injury and death for people during tornadoes. We often know how to prevent industrial accidents, but financial constraints or carelessness may cause people to ignore
the needed actions. Prevention is a high priority for disasters caused by intentional acts, but clearly some intentionally-caused disasters do happen despite our best efforts.

2. **Preparedness** – resources and actions taken to prepare for the possible occurrence of a disaster. For example, a community warning system may alert people to take shelter when a tornado approaches.

3. **Response** – resources and actions taken once a disaster happens to protect people and property. For example, after a tornado, police and fire units rescue people from collapsed buildings while FEMA, the Red Cross, and other organizations provide food, water, and shelter for survivors.

4. **Recovery** – resources and actions taken to help the community to return to “normal.” For example, FEMA and other agencies or organizations may supply counseling for people traumatized by the disaster, funds for rebuilding, and assistance in finding jobs.

You might start by looking at the most significant threats and asking what resources and opportunities exist or could exist to deal with each of the four phases of disaster management associated with the threats. You can identify community **strengths** – the areas where good or adequate levels of physical and/or human resources currently exist and also note areas where helpful or important resources to deal with the threat are either not available or are limited. Many resources, especially human resources related to communicating, cooperating, caring, and sharing, will apply equally well to a number of different threats, but some threats may require special resources. Boats might provide valuable help with floods, but boats normally have little relevance to tornadoes or mass shootings.
Handout 7. Moving Toward the Desired Community Resilience

The core of an enhancement plan for community resilience comes from two activities:

- Defining the desired situation for community resilience.
- Finding actions to move from the current situation to as close to the desired situation as practical.

This handout suggests developing goals and objectives as an approach to defining the desired situation. Once the desired situation is defined, the team can compare the desired situation to the current situation to identify differences. The team then can develop a set of actions that attempt to move the community closer to the desired situation for community resilience.

Typically, the goal of enhancement for community resilience is straightforward: improve community resilience for the community. But community resilience represents a broad concept that, while very important to deal with disasters, is difficult to measure or change directly. Instead, the team can define and focus on a set of community sub-goals and objectives: targets that are consistent with the goal but are more specific and measureable. Sub-goals and objectives look at what is desired; actions look at how to achieve objectives. For example, a team might have an objective to provide shelter for every community member in the event of a tornado – the “what” is desired. The team can then discuss actions that improve shelter options – the “how” to move closer to the objective.

Since community resilience builds on three components of resilience: (1) the personal resilience of community members, (2) the added resilience of the community team, and (3) the support provided by the disaster system of care, these components suggest the following sub-goals:

1. Help the community to function as a more effective team;
2. Improve knowledge about and access to the disaster system of care; and
3. Reinforce personal resilience.

To help the community function as a more effective team, the enhancement effort might come up with objectives that facilitate team behavior such as develop common goals, share resources, communicate, cooperate, and learn from working together in preparing for, surviving, and recovering from disasters.

The community objectives also can build on strengths and address any issues noted during the analysis of the current situation and can specify desired levels or features for human resources, physical resources, and opportunities. Physical resource objectives can focus on identifying and/or procuring the physical resources needed for disaster mitigation, preparedness, response, and recovery. For example, the team might decide to identify all tornado shelters or safe rooms available to, and easily reachable by, members of the community. Another example
might relate to sources of shelter, food, and water in the event of a disaster. This objective might involve increasing supplies of these resources and/or sharing more effectively the resources already in the community. Another objective might be to, whenever possible, provide warning of an impending disaster to every community member. An objective related to the disaster system of care sub-goal might be to build a good working relationship with the local Red Cross chapter.

Once the team identifies a set of objectives, the team can review them to arrive at the critical set. **Critical objectives** are understandable, measureable, relevant to a substantial part of the community, and reasonably likely to improve community resilience. Some objectives may be very similar and can be combined into one. Other objectives may not be relevant. The final set of objectives essentially is a partial definition of the desired situation.

**Actions** to increase community resilience can cover a broad range of activities from sending informative emails to holding training meetings to purchasing physical resources to strengthening a relationship with an outside organization such as the Red Cross that responds to disasters. The team might proceed by looking at each objective in turn and identifying the **differences** that exist between the desired resilience associated with the objective and the current resilience.

For each difference, the team might ask if the community can move closer to the objective by:

- Further strengthening or making better use of one or more of the community's resource strengths;
- Making better use of one or more external opportunities; or
- Correcting one or more of the resource weaknesses.

The list below gives a few examples of actions that might address objectives related to community resilience. Of course, the actions that the team actually selects for its community resilience enhancement plan should depend on the community objectives as discussed earlier.

- Form a neighborhood association to encourage communication, caring, cooperation, and sharing in preparation for disasters;
- Prepare and disseminate a community directory with names, street addresses, telephone numbers, and email addresses to facilitate communication about disasters;
- Hold neighborhood seminars on disaster mitigation, preparedness, response, and recovery;
- Hold neighborhood seminars on psychological first aid – a relatively simple, straightforward approach to help neighbors help each other deal with disaster stress;
- Arrange for community members to participate in exercises that increase coping and resilience skills and decrease stress. Organizations such as the Red Cross and the National Child Traumatic Stress Network can make information available about, and assist with, psychological first aid and with coping and resilience exercises;
• Develop and disseminate a list of tornado shelters and safe areas in the community and in nearby locations;
• Develop and disseminate an evacuation transportation plan that uses personal vehicles, church busses, and other vehicles to safely evacuate every community resident in the event that evacuation is needed;
• Contact organizations such as the local chapter of the Red Cross to learn about the Red Cross and arrange for help with a number of disaster related services;
• Work with local churches, schools, and other community organizations to determine how they can help with disaster services;
• Contact the city and local television stations to see if a service is available to warn community members of impending disasters by way of automated telephone calls; and
• Meet with city or county police, fire, and emergency managers to understand the services available related to disasters and how best to obtain the services.
Handout 8. Checking Actions for Feasibility and Strategic Impact

Most of us can think of a large number of actions that might be helpful in the face of disasters. Unfortunately many of our best ideas may not be both feasible and critical – that is, strategically important. Only proposed actions that pass first feasibility and then criticality checks should be placed on the list of actions for possible implementation.

Feasibility can cover a number of dimensions:

- **Economic** feasibility refers to the ability and willingness of a person or organization to pay for the action
- **Social** feasibility refers to the willingness of the community to implement or support implementation of an action
- **Technical** feasibility refers to the technical capability of vendors, implementers, and users to create or manage the action. Some actions require technology that does not exist or that is too complex for implementers and users to master
- **Political** feasibility refers to the willingness of voters and government to implement the action

A completely safe tornado shelter in a residence is not economically feasible for everyone to build and not politically feasible for governments to build because voters have other priorities such as schools and roads. Earthquake-proof buildings are a great idea for earthquake-prone areas, but we do not know how to construct buildings that will survive a really severe earthquake (technically infeasible) and trying to do so is very costly (economically infeasible). The best we can do is to build earthquake-resistant buildings or move to a safer area. In a community resilience enhancement effort the best actions that we can find within the limits of what is feasible may take us a long way toward the goal of enhancing community resilience.

The **strategic impact** or **criticality** of an action represents a measure of the likely impact that the action will have on long-term community resilience. Every community situation is different, but some general guidelines to think about include:

- **Timely long-term impact.** Actions that will improve long-term community resilience in the near future may be more critical than actions that take many years to have an effect;
- **Broad impact.** Actions that help a lot of people in the community may be more critical than actions that help only a few people;
- **Cost-effective impact.** Actions that cost little or nothing and are easy and fast to implement may make the critical list if they provide at least some expected improvement to community resilience. Expensive actions should have a very large expected impact on resilience; and
- **Consensus impact.** Useful, feasible actions that enjoy widespread support in the community may make the critical list because they are more likely to be implemented successfully. No matter how good, actions that are not implemented have little impact.
Handout 9. Selecting Actions for Implementation

As in many difference reduction tasks, the first steps are simple: eliminate from further consideration infeasible actions and actions with little or no expected strategic impact and place all other actions on the list for possible implementation. (If the team follows the approach of selecting some actions right away and then adding more at subsequent meetings, any action selected should be feasible and have expected strategic impact.)

If the team prepares a list and thinks that there is adequate time and effort available from team members or other supporters to implement all of the action items on the list, then draw up mini-plans for all the actions and proceed to implement. Generating feasible and critical actions to improve community resilience can be challenging and the team may be able to implement all of the actions on the list.

If, as sometimes will be the case, the actions on the list appear to exceed the time and effort available, the team will need to set priorities. The expected strategic impact of an action is difficult or impossible to measure in any exact way. But the team does have a reasonable alternative: use some form of informed voting procedure.

For example, after thinking about the reasons that each action was deemed critical, each team member can assign a merit number between 1 (least merit) and 5 (most merit) to each action. The team then adds up the merit numbers for each action. The actions with the highest merit number sums are chosen for implementation. The team should review and discuss the outcomes to decide if the results seem reasonable.

The team also can explore other approaches to refine the list – for example, seek expert opinion from representatives of FEMA, the Red Cross, the Terrorism and Disaster Center, or emergency managers.

These processes may seem a bit haphazard, but they probably will work for the following reasons:

- The team already has determined that all the actions on the list are feasible and have expected strategic impact. Even if the team does not manage to select the “best” set of actions to implement, the enhancement process and the actions that are implemented should enhance community resilience. The resulting enhancement is better than none or not trying at all;
- After becoming informed – for example, learning about community resilience, identifying the differences between current and desired community resilience, generating actions to reduce the differences, and checking actions for feasibility and criticality, people on the
enhancement team and in the community often have good intuition or judgment about the best actions to enhance community resilience;

- The rankings determine the actions that get implemented initially. Eventually, all of the items on the list may reach implementation; and
- If the team reviews progress after some time passes, the team may then identify and select additional actions that were initially overlooked.
Handout 10. Developing Mini-plans for Implementation

Mini-plans for implementation resemble the overall plan for the enhancement project. Following the concept of agile planning, the team strives to keep implementation mini-plans as short and simple as practical. Some may consist of one paragraph while others may take several pages.

Each mini-plan can consider the following activities as appropriate and needed:

- Describe the action and what the action is intended to do or accomplish;
- Identify the key stakeholders for implementing the action. Who will the action affect if implemented and who needs to agree or cooperate for implementation to occur? For many actions, the community members are key stakeholders since they are affected by the action and often need to help in some way for the implementation to succeed. For some actions, organizations and governments also may be key stakeholders;
- Find ways to get the needed participation from the key stakeholders. For example, contact people who have access to, and influence with, key stakeholders and ask these people to help obtain participation;
- Develop a list of steps to implement the action and assign start and end times for each step;
- Decide who is responsible for and who will perform the work needed at each step;
- Identify obstacles to implementation and develop ways to overcome the obstacles;
- Devise a plan for communicating about progress and problems with the stakeholders; and
- Monitor progress and revise plans as needed.

In many cases, the enhancement team members can directly implement many actions to encourage teamwork in the community and to build closer relationships with external organizations. The team also can recruit other volunteers to help implement the actions. The Red Cross and a number of other organizations interested in disaster issues may be willing to provide substantial time and skill support to the community for implementation of actions. Actions that involve acquiring new physical resources may pose the most difficult implementation issues because they require a funding source. Sometimes funding is available from government, foundations, or other donors and occasionally community members are willing and able to self-fund some actions and new resources. Hopefully during feasibility screening, actions with large funding needs and no identifiable sources of funds were eliminated from the critical action set.