Emergency Management: Implementing A Whole Community Approach

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ABSTRACT

Emergency indicates unfortunate reminders of the susceptibility of communities. Emergency affects communities and individuals, disrupts the functions of social, technical structures and the economy, and suggests ways to change emergency management procedures. Efficient emergency management, however, focuses on implementing the emergency planning at all levels of the government and non-government sector, including individuals and community organisations. Therefore, the whole community approach to emergency management includes the government, communities and individuals at all levels, while responding to emergencies. The contents of this study propose a strategic framework for most leading emergency management communities, even whole community concepts into their everyday activities. The goals of this analysis are to evaluate the entire group response to emergency management for improved emergency management outcomes. Meanwhile, the objective of this study is to assess the whole community approach in managing emergencies and the community achieving better results in emergency management. The mixed-method approach is adopted for the data collection. This literature review has identified three principles of the whole community approach: Recognising and addressing the actual needs of the whole community, integrating and supporting all members of the community, and improving what works best in daily communities. In addition, these principles complement the approaches that provide a starting point for those who are learning about the whole community and an effective framework for emergency management.

Keywords:
Emergency management; whole community; approach; emergency; strategic framework; principles

1. Introduction

Undeniably, disasters do happen. Even those might have prepared for natural disasters, they may still suffer catastrophic loses. It is unavoidable. Both natural and human-caused disasters such as hurricane, flash flood, storm, oil spill, and chemical waste dumping have become more common and severe lately. When unexpected tragedies or crises occur, the impact can be calamitous. These calamities are intricate incidents that adversely affect many geographic areas and they also have

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devastating human, economic, social, and health effects. Occasionally, tragic circumstances present us with a challenge for which sometimes we do not expect. And sometimes, even the local government itself is unable to respond properly or react immediately to major disasters raises. There would be a disruption in community's daily configuration and operation. The network experiences severe harm thus resulting to most communities lose their power. Water supplies would be disrupted, leading to water to be unavailable in storage. Highways and bridges might be impassable, or they could be destroyed. Tragedies can also occur at an individual level, for example family members are separated, people lack of food and water supply or on a larger scale, a natural disaster destroys an entire section of a city, leaving hundreds or even thousands of people dead, injured or homeless. The impact spills into other organisations too. Businesses, colleges, and other important sectors would be shut down due to disruption or destruction; clients, employees, and students would be unable to fly to those sites. Since that a disaster has devastated settlements, individuals and families find themselves required to make several huge decisions in a short span of time, including whether they need to stay put or leave. In short, daily life as we are aware of, rebounds the aftermath of a disaster [1].

Governments appear to have more common objectives despite political differences which are enforcing legislation, keeping order and ensuring protection, defending people from foreign challenges and fostering equality through the delivery of public services. Nevertheless, health service is a central function of public policy. Its goal is to create a systemic framework for its citizens which focuses on the equality of fundamental human rights. Policies and procedures surface in these attempts to guide societal conflicts and encourage positive growth in a cooperative environment. However, there is one central environment in which policy and public reaction will cause adverse impacts, or more which is disaster management. Disasters, as we know, are situations we cannot always anticipate and prepare for. Moreover, there is never a case where there is only one person affected, as whatever affects one directly, affects all. So, the impact is seen in communities next to them. Emergency management leverages the entire community as a whole. Through this approach, in conjunction with the participation of local, state, provincial, tribal, and federal government departments, the maximum potential of private and non-profit agencies, including corporations, faith-based and disability groups, and the general public, integrates and strengthens their power, commitment, and priorities in the face of all hazards [2].

Comfort [3] claimed that the society requires a degree of commitment to institutional and operational approaches and services when crises present unpredictable circumstances that can impact the structure of a group in various ways. By adopting a whole new community approach, a society is able to plan for disasters more efficiently and productively, thus increasing the potential to reduce risk and improve resilience.

2. Whole Community Approach

Who makes up the culture as a whole? It is eventually the whole city, not merely the people who work there. Federal Emergency Management Agency [4] defined that, not only those residents who are included in the entire community, it also includes local businesses, organisations, community groups, faith-based organisations, NGOs, and even the local government. Whole community members include children; elderly adults; disabled persons and those with connectivity and practical needs; many with social, cultural and ethnically diverse backgrounds, individuals with poor language skills, and animal owners including domestic pets and support animals.

In 2011, FEMA [5] stated that the Federal Emergency Management Agency (FEMA) had released a comprehensive Community Approach to Emergency Management: Principles, Themes and

Pathways for Action, addressing the need for enhanced readiness and community involvement (e.g., citizens, emergency services, civic members, and policy officials) to improve overall readiness and security. The strategy has set out three principles and six strategic themes which guide emergency planners in deciding the implementation of a whole community approach. The principles and themes concentrate on recognising the needs of a society, inspiring leaders of the society, and promoting successful everyday organisational practices. O'Sullivan *et al.,* [6], Chandra and Joie [7], and Chandra *et al.,* [8] also stated that the structure is not intended to be a "how-to" guide, but rather a point of departure that could contribute to more conversations about how to apply a whole community solution. These strategies strengthen different aspects of resilience, such as understanding the essence of a situation, forming relationships and involving communities.

Table 1
Whole community approach: principles and strategic themes

Principles	Strategic Themes
Understand and meet the actual needs of whole community	Understand community complexity
Engage and empower all parts of the community	Recognize community capabilities and needs
Strengthen what works well in communities on a daily basis	Strengthen relationships with community leaders
	Build and maintain partnerships
	Empower location action
	Leverage and strengthen social infrastructure, networks, and assets

2.1 Community Resilience

According to the whole community approach of FEMA, disaster-resilient communities are mainly groups that work well under normal circumstances and solve problems [5]. Plough *et al.,* [9] and Cox *et al.,* [10] also defined the community resilience as a community's sustained ability to stand and recover from adversity. This represents a dramatic shift to highlight the strengths of the community and significant "leaps forward" in resilience, not just vulnerability. Focusing on resilience presents fresh difficulties in assessing and evaluating diverse cultures critically, when the distinguishing factors are fluid in literature with disagreement [11].

Waugh and Cathy [12] emphasised that a resilience is perceived as the ability of the federal government to prepare, mitigate, respond and recover to a disaster with limited to no funding. Edwards [13] described that a community resilience is one on a separate level by combining all community members' common experiences of being able to react and rebound from a disaster. Through tolerance, a community improves their capacity to adapt and heal, so there is a greater probability of reducing weaknesses in the population. Holistic strategy improves community resilience in five thematic fields of policy, risk evaluation, awareness and education, crisis prevention and threat mitigation, and catastrophe preparedness and reaction. Twigg [14] provides a potential list of components within each thematic field to further define the roles and responsibilities as shown in Table 2.

Table 2
Component of resilience based on thematic areas

Thematic areas	Components of resilience
Administration	Leadership, strategy, goals and public participation
	The administrative and legislative frameworks
	Incorporation and planning into growth strategies
	Integration of evacuation and disaster response
	Administrative processes, capabilities and systems, resources distribution
	Partnerships
Risk Evaluation	Accountability and community outreach
	Data and assessment of hazards/risks
	Data on vulnerability/capacity and impact and evaluation
	Science and engineering know-how and creativity
Knowledge and Education	Civic education, information, and competencies
	Manage and share information
	Education and literacy
	Culture, motivation, and attitude
Risk Supervision and Susceptibility Reduction	Environmental and controlling natural capital
	Health and well-being
	Sustainability and survival
	Methods of investment
	Internal, financial, and technological strategy
Operational Management	Operational and communication capabilities
	Early Alarm Systems
	Emergency training and readiness
	Resource and infrastructure emergencies
	Rescue and emergency response
	Involvement, voluntary work, and accountability

2.2 Community Communication and Coordination

Due to many factors, the whole community approach has been a successful one. The first is linked between attempts at collaboration and cooperation at all stakeholder rates. Thus, a strategic theme is created for each community as a comprehensive plan guide. Experts in the sector help narrow down the core concepts of the strategy, such as identifying the complexities of communities, acknowledging potential and desires, nurturing alliances, creating and expanding connexions, supporting elected members, and improving civic networks and infrastructure, together with the following principles which is knowing and meeting the specific concerns of municipal citizens.

Developing a core aspect in emergency management, the degree in communication that occurs prior to, after and during a crisis, is a requirement for operative preparedness, prevention, reaction, and recovery. At this point, as mentioned by Wood [15], the key role of community planning is to convey communications related to public preparedness and engage representatives of the public in successful plans for a possible disaster and enable them to participate. Such activities can be seen in the four phases of emergency response, where attempts to plan, prevent, react, and recover are focused on mutual intelligence between legal and organisational partners [16-17].

2.3 Community Collaboration

Lack of collaboration will undermine the ability of the group to tackle a catastrophe. They may include: (a) Populations' ignorance of the imminent catastrophe and thus unwilling to prepare; (b) False knowledge may be disseminated or the group could become unresponsive due to inconsistency; (c) Complacency can arise due to previous adverse experiences; and (d) Lack of participation by leaders of the community since they lack the confidence that they will positively influence and assist [13]. The FEMA has been a big advocate of the plan; furthermore, there is no requirement to integrate a comprehensive perspective into any strategy, practice, or dialogue on disaster management [17].

By recognising the potential of the population, disaster response authorities can further assess the capabilities and vulnerabilities in their particular areas and generate study variables such as casualties, financial harm to infrastructure, economic damages related to shutdowns, etc. Waugh and Cathy [12] mentioned that these strategies are action-oriented and would carry out the tasks and obligations of the contributing participant. In addition, Hawkins [18] also asserted that the plans provide for unique aspects of an area may require extra attention. If the plurality of communities in a city are low-income people, challenges that occur in disaster preparedness such as huge capitals are needed to build new highways or upgrade premises.

Crisis preparedness and response without the involvement of vulnerable communities will not be effective. The trust, capacities, and coping mechanisms of the populations grow in an upward spiral while engaged in the mitigation process. A common denominator between multiple conceptualizations of community preparedness and community response approaches is readily developed together to rely on local resources and knowledge to resolve risks, hazards, and changes [19].

A community involvement can be seen as a collective mechanism in which disadvantaged communities mobilise for shared interests and issues. Managing crises and disasters, however, needs not only the person's participation within the vulnerable community, but also the engagement of related organisations, NGOs, and the general public as a supportive social structure to make it a practical reality [20]. Creating stable societies therefore requires ensuring that neighbourhoods and civic members have the requisite resources, expertise, and capacities to bounce back and rebuild in a manner that minimises instability [21-22].

2.4 Emergency Management Program

Paton and David [23] explained that emergency management programs are designed to restore stability in times of crisis, but this is something that government cannot do on its own. By targeting citizens and private partners, emergency planners will create partnerships that are prepared to defend their communities from disasters, and plan successful disaster management and recovery activities. Emergency service planners ought to continue forming their Local Emergency Planning Committees (LEPCs) to better include the community as a whole.

Inglesby [24] established that such initiatives were structured primarily to strengthen the response of a community to a crisis or occurrence and represented the values and structural concepts of the FEMA whole community approach. The projects were funded to sustain or expand their own local community-wide study, while serving as living labs for creating a body of knowledge to educate the wider social movement. Key elements of the programs are important in the creation and continuation of effective initiatives that exemplify a whole community approach. Table 3 shows the emergency management programs of a whole community approach.

Table 3
The emergency management programs of a whole community approach

Program	Key element
Programs community: a) devoted on the community they serve	Recognise and associate community members with the neighbourhoods they are residing and operating in
b) consists of visionary and a realist	Innovative executives, who are inspiring and committed risk-takers, are critical to the start-up development activities. They enter neighbourhoods physically, mingle with individual community members, motivate the community and foster action
Programs host social community event	Community activities, such as barbecues and celebrations of appreciation, offer an enjoyable forum for organisations to provide information, attract members and participants, honour employees and provide a social dimension
Programs work with non-traditional partners	Operating effectively with area restaurants, a cultural board, and faith organisations. Operating with non-preparedness-typically related neighbourhood groups tends to expand the scope of the program outside preparation and targeted audiences
Programs incorporate a community's culture	Understanding, leveraging and integrating programme activities into the culture of a community is crucial

A whole community approach with a holistic plan focuses on the values and theoretical ideas of the FEMAs. When planning for, defending from, adapting to and healing from crises, this strategy leverages the expertise and perspectives of all citizens within a society. This system supports a whole society solution to disaster response in handling catastrophe incidents and in rising catastrophe casualties [25].

The development and execution of entire society strategies and their subsequent processes and initiatives help to create a culture of resilience. Kapucu [17] stated that the only approach to react to and rebound from a catastrophe is to plan and minimise the crisis as quickly as possible. The better the cycle grows, the more knowledge a society has, and its empowerment. Figure 1 below shows a whole community approach to emergency management framework.
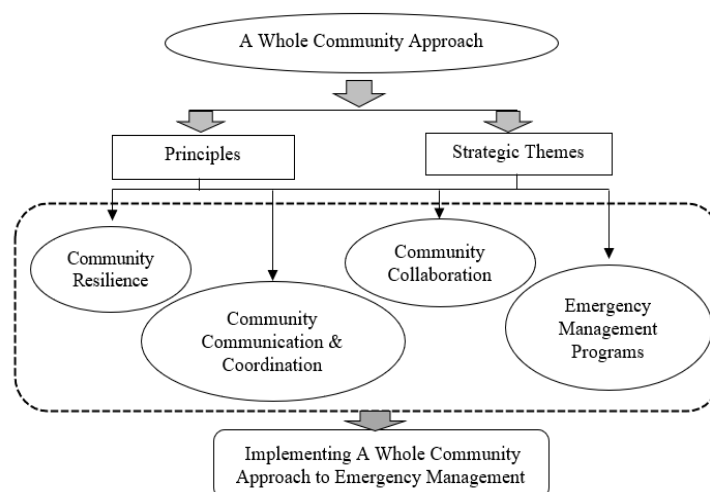

Fig. 1. A whole community approach to emergency management framework

4. Recommendations

It is recommended that implementing a whole community approach to emergency management can be improved through more exploration in the area of emergency management involving the Whole Community concept for all individuals no matter what your social level is. A better and more proactive commitment to civic involvement in all areas of disaster response would not only reduce the extent of health effects on disadvantaged populations, it would also mitigate the cultural, social, and political implications of an incident, and thereby enhance neighbourhood resilience [26]. The more we learn about our communities, the more we can appreciate their real-life health and enduring concerns and their willingness to engage in events relevant to emergency response during an event.

Research should concentrate on, (1) how to inspire and incorporate community-based, faith-based, and other non-governmental organisations, even those not focusing on resilience-oriented cooperation, (2) how disaster response can be shifted towards a "culture of partnership" affecting the whole community structure, and (3) how to create resilience-oriented ability. The Multinational Community Resilience Group recommended five theoretical topics for more study [27]. The principles promote more work in the field of inter-organizational and cross-sectional crisis and emergency management cooperation, and strengthen civic engagement in systemic turmoil and disaster preparedness and response. The topics can be outlined as follows: (1) Community awareness, (2) Creation of social resources, (3) Democracy, (4) Prosperity, and (5) Organisation mediating.

5. Conclusions

Emergency response strategy is the whole community approach to emergency management. The impact of disasters on communities are unknown, but it has become clear that mitigation, preparedness, response, and rehabilitation efforts include the whole community. Understanding the community and its needs is a primary step in implementing the community approach as a whole. Understanding the community's desires can be better recognised where there are gaps of local planning. Emergency management is responsible for developing and maintaining the government's goal of providing a process to contribute and protect their respective citizenships. Effective implementation of emergency management approaches throughout the region is a community's trust resulting from a productive and positive change.

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