

REPORT FOR THE EMERGENCY MANAGEMENT HIGHER EDUCATION COMMUNITY



Building Cultures of Preparedness

ITEP Tribal Emergency Management webinar

March 7, 2019



FEMA



Strategic Plan

Helping People. Together.

FEMA Mission: Helping people before, during, and after disasters.

STRATEGIC GOALS

I. BUILD A CULTURE OF PREPAREDNESS



1.1 Incentivize investments that reduce risk, including pre-disaster mitigation, and reduce disaster costs at all levels



1.2 Close the insurance gap



1.3 Help people prepare for disasters



1.4 Better learn from past disasters, improve continuously, and innovate

II. READY THE NATION FOR CATASTROPHIC DISASTERS



2.1 Organize the "BEST" (Build, Empower, Sustain, and Train) scalable and capable incident workforce



2.2 Enhance intergovernmental coordination through FEMA Integration Teams



2.3 Posture FEMA and the whole community to provide life-saving and life-sustaining commodities, equipment, and personnel from all available sources



2.4 Improve continuity and resilient communications capabilities

III. REDUCE THE COMPLEXITY OF FEMA



3.1 Streamline the disaster survivor and grantee experience



3.2 Mature the National Disaster Recovery Framework



3.3 Develop innovative systems and business processes that enable FEMA's employees to rapidly and effectively deliver the agency's mission



3.4 Strengthen grants management, increase transparency, and improve data analytics

OBJECTIVES

FEMA Vision:
A prepared and resilient Nation.



FEMA

Building Cultures of Preparedness



Cultures of Preparedness Project Team

1. Wendy Walsh, FEMA Higher Education Program Manager, Moderator
2. Dr. Kate Browne, Colorado State University - CADAN (Co-Chair)
3. Dr. Laura Olson, Georgetown University - CADAN (Co-Chair)
4. Jenny Hegland, Jenny Hegland Consulting
5. Ana-Marie Jones, Interpro Inc.
6. Dr. Julie Maldonado, Livelihoods Knowledge Exchange Network - CADAN
7. Dr. Beth Marino, Oregon State University – Cascades - CADAN
8. Dr. Keely Maxwell, U.S. Environmental Protection Agency - CADAN
9. Dr. Eric Stern, University of Albany SUNY

Cultures of Preparedness Project Team



Julie Maldonado

Livelihoods Knowledge
Exchange Network (LiKEN)

Culture and Disaster Action
Network (CADAN)



Two-Day Workshop



- What do we already know?
- Challenge: Individual Households & Communities
- Preparedness & Local Variation
- Increasing our Success



Overview of Past Preparedness Efforts

1. **Message:** Prepare for Disasters
2. **Messengers:** American Red Cross, fire and police agencies, emergency management departments, FEMA, DHS.
3. **Method of Delivery:** Brochures, pamphlets, websites, PSAs, mass media, email, social media, etc.
4. **What to do:** Get a Kit, Make Plans, Be Informed/Get Trained
5. **Why to do it:** Earthquakes, fires, floods, acts of terrorism and other disasters /emergencies happen. You're on your own.
6. **How to do it:** Buy food/water. Put together clothes, money, medicine and other essentials. Be ready to follow instructions.

People Underserved in Past Efforts

- Seniors/frail elderly
- Children
- Poor/low income
- People with physical, mental, cognitive disabilities
- Blind/visually impaired
- Deaf/hard-of-hearing (HoH)
- Limited English Proficiency
- Medically fragile/compromised
- Chemically dependent
- Culturally distinct groups, including communities and individuals aligned or defined by: religion, LGBTQ identity, sobriety/recovery, hoarding, geography caused isolation, immigration status, etc.
- Homeless/shelter dependent
- Criminals/registered offenders

Building Cultures of Preparedness

*The FEMA Strategic Plan advances and expands upon the first pillar of the President's National Security Strategy, 'Protecting the American People, the Homeland, and the American Way of Life.' Within this pillar is a focus on 'Promoting American Resilience,' which speaks to the Nation's ability to absorb the shock of a disaster and quickly recover. As the National Security Strategy notes, **'a democracy is only as resilient as its people,' so as a diverse and united people, we must be prepared.***

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Building Cultures of Preparedness

Common cultural patterns of diversity include:

- our livelihoods
- our ethnic backgrounds
- our religious practices
- our ways of raising children and organizing families
- in sum, our ways of living

Building Cultures of Preparedness

Recognition of cultural diversity = possibility for transformative shift in approach to Preparedness

Key to transformation is a new methodology:

- a “bottom-up” approach
- engagement with diverse “cultures” (plural) to achieve a shared national “culture of preparedness”

Strategies for Building Cultures of Preparedness

Guiding principles for Culturally-Informed Preparedness:

1. Trust
2. Inclusion
3. Cross-Cultural Communication
4. Support Local Practices and Successes

Guiding Principle 1: Trust

Research shows that just giving people on the ground information is not enough to change their minds or behavior.

One way to overcome these challenges, and our first principle for building cultures of preparedness is to **develop trust** between community groups and emergency preparedness institutions like FEMA.

Guiding Principle 1: Trust

Solutions:

1. Building trust in the message

Trusted messages are messages that sound like they came from someone like you.

Guiding Principle 1: Trust

Merry Christmas!



Happy Holidays!



MERRY CHRISTMAS!



HAPPY HOLIDAYS!



MERRY CHRISTMAS!



Chattanooga Times Free Press Bennett

Guiding Principle 1: Trust

Solutions: **2. Building trust in the messenger or the Culture Brokers**

Building trust and communicating across cultures

NOAA's Pacific Services Center hired a Native Hawaiian traditional knowledge-holder as a cultural competency consultant to facilitate workshops and dialogues on disaster preparedness. Meetings were held that brought officials into community spaces, where they share food, and locals speak first, not the other way around. Space and time is provided for everyone to get to know each other. And they do not come together just once, but multiple times, and by the next time they meet, they are sharing stories about their children, asking about each other's parents, and then getting down to work. As a result, more respectful and appropriate cross-cultural partnerships have developed between agencies and local communities, all of which increase disaster resilience.

Guiding Principle 1: Trust

Solutions: **3. Playing the long game/ changing the game**

Trust in outsiders, government, and institutions are intimately connected to histories of people, histories of place, and political history.

Historical Trauma: Trust issues that may be hidden to newcomers

Historical trauma can undermine expectations of trust in ways that are documented. For example, Wales is a small Indigenous community on the rural west coast of Alaska where approximately 53% of the population died during the 1918 Spanish influenza epidemic. The impact of that trauma is staggering: 2 generations ago, more than 50% of everyone living in Wales died. Some of the authors of this report have conducted research in Wales, and, while there, spoke with a gentleman who believes the U.S. government spread the flu in order to make a land grab in Alaska. Whether or not it is true, what is indisputable is that over the last 100 years, rural, Indigenous, Alaska communities like this one have lost a great deal of land and have suffered terribly. No White outsider will escape the weight of that history; in point of fact, White outsiders are the face of that history.

Guiding Principle 1: Trust

Solutions: **3. Playing the long game/ changing the game**

To build trust, there should be particular attention paid, and funds spent, to understand and engage cultural groups and communities that are hardest to reach from an emergency response perspective. Every action towards this engagement will pave the way for future preparedness.

Guiding Principle 2: Inclusion

1. Bringing the cultural perspectives of all stakeholders to the table
2. That includes community members, representatives of different cultural groups, businesses, NGOs, grassroots groups, and emergency managers
3. Realize that members of organizations have culturally-embedded assumptions and their views and behaviors are influenced by group membership
4. ***When focusing on inclusiveness, avoid unintended cultural assumptions about preparedness that may not be universal***

Guiding Principle 2: Inclusion

Inclusive Preparedness Respects our Elders

Ensure that communication is inclusive of all relevant stakeholders and follows the social protocols common in different places. In rural Alaska Native cultures, for example, hazard mitigation planning often requires elders in the community to be consulted in decision-making, as a traditional practice of respect and information gathering protocols. Using a cross-cultural approach to mitigation efforts and communication pre-disaster should result in more successful outreach with a broader segment of the U.S. population.

Guiding Principle 2: Inclusion

Perspective on Local Knowledge

- Often ignored or belittled by ‘experts’
- Participants are Creative, Resourceful, & Whole – they have the answers to recovery dilemmas in their communities within themselves
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- The only real view that matters is local
- Resilience, preparedness, mitigation and recovery ‘work’ when control over decision-making is local

Guiding Principle 2: Inclusion

Whole Community Approach

1. Whole Community Focus Groups on Preparedness, Resilience and Mitigation Needs
2. Compile set of community findings and convene Whole Community to discover common themes,
3. Community Convening leads to visioning process where community builds consensus among various stakeholders and lays out a resilience plan,
4. Guide for decision-making, future activities, and Preparedness, Mitigation and Recovery Planning
5. Build local capacity and strengthen community bonds

Guiding Principle 3: Cross-Cultural Communication

- **Approach** communications as cross-cultural encounters
- **Design** culturally appropriate communications for different populations
 - What is the message?
 - Who is sending it?
 - Via what media?
 - Who is receiving it?



Low Literacy Preparedness Messaging

LESSON 2: PREPARATION

FLASHCARDS

have a family meeting



load the car

take the bus



emergency supplies

important documents



Cross-Cultural Communication

Communication Strategies to Bridge Cultural Differences

Multicultural examples

Listen

Multiple media

Listen

Multidirectional conversations

Listen



Guiding Principle 4:

Support Local Practices and Successes

Strategy for Success: Local Knowledge Infused with Proven Emergency Management Practices

- Building awareness of local knowledge, practices and cultural traditions can enhance and support, or even inform government preparedness activities.
- Existing practices, many of which have been tested and refined across generations, may not all be categorized as “disaster preparedness,” but do have that effect.

Example of Local Disaster Preparedness Practices

- Along the coast of Oregon, some local people consider tsunami preparedness primarily in terms of skill building and material accumulation at the family-level.
- For example, households tend to keep extra gas, building materials, or a generator on hand.
- They pass on knowledge about the land and what one can eat or where to get fresh water.

Example: Supporting Local Practices

Traditional cultural and management practices

- Members of the Yurok Tribe in Northwest California formed the Cultural Fire Management Council, in partnership with the Nature Conservancy Fire Learning Network, Firestorm Inc., Yurok Forestry/Wildland Fire, Northern California Indian Development Council, and US Forest Service. The collaboration builds capacity by training the Yurok Wildland Fire crew and other locals through the Prescribed Fire Training Exchange. The effect is ecosystem restoration and wildfire risk reduction.



A Yurok Tribal Member and firefighter with the Yurok Wildland Fire Department starts a cultural burn on the Yurok Reservation. Photo from the Yurok Tribe.

Building Cultures of Preparedness

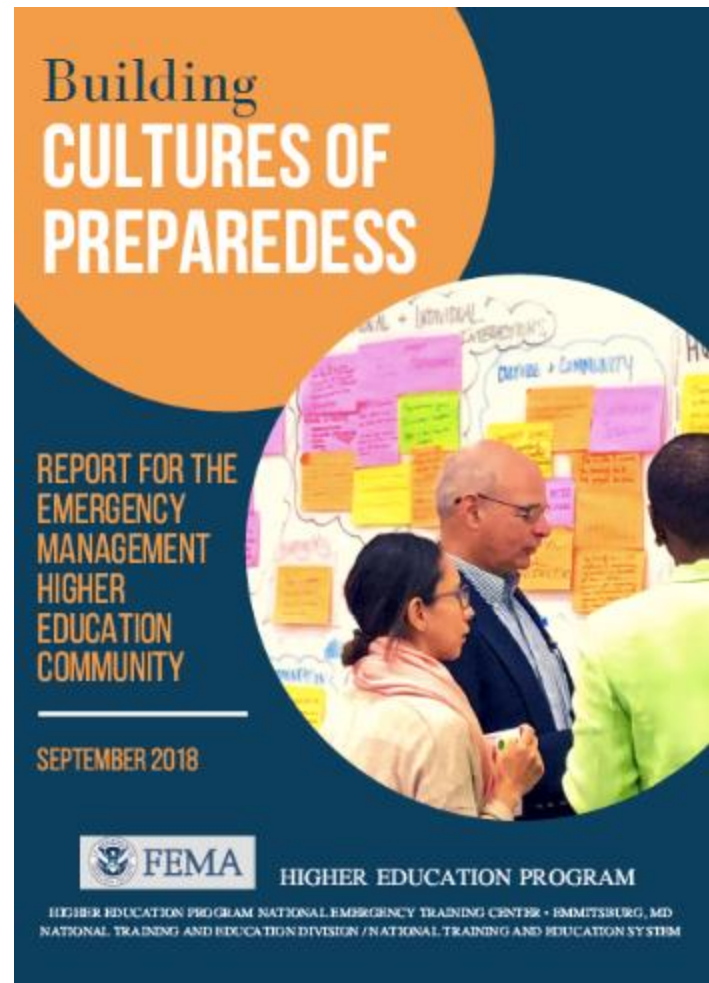


- **Policy Recommendations**
- **Strategies to Operationalize**

Building Cultures of Preparedness

Report is available online:

https://training.fema.gov/hiedu/docs/latest/2019_cultures_of_preparedness_report_10.22.18%20final.pdf



Thank you for listening!

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