

OUTCOME EVALUATION FOR CRISIS RESPONSE

Community Crisis response work is some of the most important that occurs in any community. A community's ability to plan and evaluate its crisis response work is absolutely critical to its success. In United Way, we call that outcome-based planning and evaluation. This section will review outcomes, describe community crisis response outcomes, and outline sample work and outcomes that local United Ways might have within the larger community crisis response context.

A. WHAT ARE OUTCOMES?

Outcomes are results. They are what you plan to accomplish.

Here are examples of some outcomes you might find in your community. Most are related to work being done by health and human service organizations of the kind United Way funds. Your United Way may be working with local agencies on their outcomes, which focus on results achieved by the client group.

- 👉 All children will enter first grade ready to succeed, with requisite pre-literacy skills.
- 👉 All pregnant women will have access to medical services during pregnancy.
- 👉 Elderly people at Senior Centers will receive annual health screenings and a health plan.

Each of these outcomes has identified a result sought:

- Pre-literacy skills
- Pre-natal medical care
- Health screenings and plan

Each of the outcomes also has a target group:

- * Children
- * Pregnant women
- * Elderly

B. CRISIS RESPONSE -- SAMPLE COMMUNITY CRISIS RESPONSE OUTCOMES

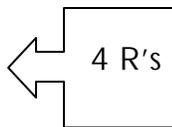
There are some key principles in crisis response (CR) work that should shape outcomes. Like outcomes developed by health and human service organizations, CR outcomes are client or customer focused. However, they are different in that they focus on a complex community initiative. You will look at community outcomes to shape the community initiative, and outcomes for the work of separate groups within the initiative, like United Way, Red Cross or Meals on Wheels.

The following are some sample community CR outcomes. They were adapted from information written by initiatives, as part of the UWA crisis readiness grant proposal process. A number of goals and priorities were outcome focused, and easily adapted.

- ✓ People make more informed responses during a time of disaster, as a result of the crisis response plan and public education.
- ✓ People impacted by the crisis will find safety, and receive immediate relief.
- ✓ During and after the crisis, people in the region have immediate access to information about family members and community resources.
- ✓ People impacted by the crisis are supported in their recovery.
- ✓ The community stabilizes its services and resources.
- ✓ Professionals utilize a Mutual Aid Network, providing support and reducing burnout.
- ✓ Statewide crisis response & recovery system is in place, enabling more effective, efficient and timely crisis response.
- ✓ The community continues representative involvement in CR, ensuring a high level of readiness.

As you and your CR teams look at developing outcomes, first review your plan and priorities, to see what information you have already outlined as important results – which should be framed as outcomes. Most include four phases of CR (4-R's):

- ◆ Relief
- ◆ Recovery
- ◆ Rebuilding
- ◆ Readiness



The outcomes can be drawn from each CR initiative's plan and 4-Rs. As you develop community and UW outcomes, you will find that most fall into a particular phase. For example, as we look at the outcome samples above, we find that people finding safety and immediate relief fall into the Relief phase. Immediate access to information is Relief Phase, and could also run into the Recovery Phase. People supported in their recovery falls into the Recovery Phase. Community stabilizes represents Rebuilding. Ongoing community involvement and statewide system in place represent the Readiness Phase.

C. FRAMING COMMUNITY OUTCOMES RELATED TO THE 4 R'S

Many CR community initiatives have developed CR plans with goals and strategies. Outcomes allow CR initiatives to develop outcomes or results statements in community change language. And, each separate CR member (Red Cross, Salvation Army, United Way) can develop outcomes for their own part of the work. This section of the workbook will review the four phases of crisis response, outline community outcomes and sample United Way outcomes

Readiness is a critical state for each community to build through initial planning, goal-setting and developing outcomes. And, it is a state that should be continually supported. The primary focus for this phase is making certain that community has CR goals, strategies and outcomes; that key members of the CR community system are prepared with plans; and that the community members themselves are aware and prepared.

Crisis relief phase focuses on the actual relief efforts during the hours and days surrounding the disaster. This includes warning, getting people to safety, providing shelter and other basic needs, managing communication and other tasks required for the immediate crisis response. The primary focus for this phase is ensuring people are safe and can meet their basic needs.

The recovery and the rebuilding stages flow together. With some types of disasters, the stages are quite distinct. With others, they are less well delineated. The recovery and rebuilding stages were very long following Hurricane Andrew in Florida, less protracted during the Northeast Blizzard of '78. Often, family recovery is helped as families return to school and work while the more complex issues of home repair are addressed. And, as CR initiatives work to support family recovery, they are tapping into a large web of community services. The primary focus for recovery the resources of the initiative are focused on helping people recover so that they can return to their homes (or another home), their jobs and schools.

Most of the priorities for rebuilding may include ways to ensure community members have access to resources to re-build homes and businesses, especially those made available through FEMA and federal agencies. In rebuilding, CR initiatives often coordinate the aftermath. Sometimes, this is after many people in the community have put the disaster behind them – but now always. The rebuilding almost always includes rebuilding of homes, community structures and systems. It could also include the rebuilding of a community's sense of itself, especially if there is a heavy loss of life, loss of a lot of property, or a landmark or special building is destroyed. Rebuilding can include the grieving and rebuilding of the community's soul, as we saw in the Oklahoma City bombing. The shared purpose is to enable the community to rebuild. Families and community groups work to achieve the outcome – individually and together.

How does the CR team know when these outcomes have been achieved? Much of the material you would use for evaluation is already part of the CR plan. However, some examples are outlined below.

Relief	People are safe, with basic needs addressed. People have been evacuated or helped from target areas where they are unsafe. People receive meals and shelter and counseling. People receive basic information and referral (I&R)
Recovery	People are helped in their recovery through resources available. People are helped to return to normal life (work, school, home). People can find temporary housing if they are unable to return to their homes. People can access federal/state resources (as appropriate). People receive help from local referral sources.
Rebuilding	Community and its people rebuild. People are able to access resources to stabilize and rebuild. People & organizations stabilized. Anniversary or other commemorations
Readiness	Community members and organizations are aware and ready to respond. Plan goals achieved & readiness monitored on an ongoing basis. Mock crisis response drills are conducted and evaluated. Community crisis response committee and subcommittees meet regularly.

D. SAMPLE LOGIC MODELS FOR COMMUNITY, UNITED WAY AND CR COMMUNITY SYSTEM

COMMUNITY CRISIS RESPONSE BY PHASES WITH SAMPLE COMMUNITY OUTCOMES

Readiness	Relief	Recovery	Rebuilding
<p>Community is ready to respond.</p> <p>Community stakeholders develop and monitor CR readiness plan.</p> <p>Community members are aware of what to do in the event of a crisis situation.</p> <p>The community continues representative involvement in CR, ensuring a high level of readiness.</p> <p>Statewide crisis response & recovery system is in place, enabling more effective crisis response.</p>	<p>People impacted by the crisis are safe, with basic needs addressed.</p> <p>People make more informed responses during a time of crisis.</p> <p>Community members are removed from harm's way.</p> <p>People's basic needs are met during crisis period.</p> <p>Community crisis response committee is active.</p>	<p>People are helped w/ their recovery through resources available</p> <p>During and after the crisis, people in the region have immediate access to information about family members and community resources.</p> <p>People impacted by the crisis are supported in their recovery.</p>	<p>Community is able to rebuild.</p> <p>Families and businesses find increased stability.</p> <p>The community stabilizes its services and resources. Professionals utilize a Mutual Aid Network, providing support and reducing burnout.</p> <p>Community celebrates its recovery.</p>

COMMUNITY CRISIS RESPONSE BY PHASES W/ SAMPLE UNITED WAY OUTCOMES

Readiness		Relief		Recovery		Rebuilding
<p>Community is ready to respond.</p> <p>Community stakeholders develop a community CR Plan w/ UW leadership.</p> <p>Community receives CR information through UW 211/information line.</p> <p>UW volunteers are ready to respond to a crisis.</p>		<p>People impacted by the crisis are safe, with basic needs addressed.</p> <p>People receive immediate information and assistance locating family members through the UW volunteers and 211 line.</p>		<p>People are helped w/ their recovery through resources available</p> <p>People receive information on resources available through the UW 211 line.</p>		<p>Community is able to rebuild.</p> <p>Community members respond to fund drive run cooperatively by American Red Cross, Salvation Army, and United Way.</p>

COMMUNITY CRISIS RESPONSE: THE OUTCOMES SYSTEM

Individual agencies like United Way, Salvation Army, Red Cross, Hospitals and Schools all have separate outcomes that all fit together to build effective community outcomes. This network of organizational stakeholders that makes up the CR committee and builds the plan also creates the community system of care that supports the achievement of both community and agency goals and outcomes. These community system outcomes that are driven by the CR network are critically important to achieving the broad community outcomes, listed at the top of each column.

Readiness	Relief	Recovery	Rebuilding
<p><u>Community is ready to respond.</u></p>	<p><u>People impacted by the disaster are safe, with basic needs addressed.</u></p>	<p><u>People are helped w/ their recovery through resources available</u></p>	<p><u>Community is able to rebuild.</u></p>
<p>Community Outcome</p> <p>Community stakeholders develop and monitor CR readiness plan.</p>	<p>Community Outcome</p> <p>Community members are removed from harm's way.</p>	<p>Community Outcome</p> <p>People impacted by the crisis are supported in their recovery.</p>	<p>Families and businesses find increased stability.</p> <p>The community stabilizes its services and resources. Professionals utilize a Mutual Aid Network, providing support and reducing burnout.</p>
<p>System Outcomes</p> <p>Community stakeholders are convened for planning</p> <p>CR committee actively meets and monitors plan</p>	<p>System Outcomes</p> <p>County mobilizes early warning system.</p> <p>Red Cross and County move people out of danger</p>	<p>System Outcomes</p> <p>Community repair team mobilized to handle small repairs to enable people to return home.</p> <p>I&R 211 provides information about resources.</p> <p>School system puts updates and homework online</p> <p>Churches provide meals and vouchers from merchants.</p> <p>Salvation Army coordinates longer term shelter needs.</p>	
<p>Community Outcome</p> <p>Community members are aware of what to do in the event of a disaster.</p>	<p>Community Outcome</p> <p>People's basic needs are met during disaster period.</p>		
<p>System Outcome</p> <p>Key network organizations ensure information system is in place, reaching community members.</p>	<p>System Outcomes</p> <p>Shelters are able to meet the demand</p> <p>Food and clothing are available</p>		

E. MAKING OUTCOMES SPECIFIC TO YOUR COMMUNITY'S CR INITIATIVE

Each local CR initiative will want to develop community outcomes and system outcomes that relate specifically to the type of disaster situations the area faces most frequently: tornadoes, hurricanes, floods, blizzards, industrial accidents or other disasters. Here are some examples of how initiatives could make the generic outcomes more specific to their own situations.

River City & Tri-County CR. The River City region has a crisis preparedness plan covering many contingencies. The main concern is that there is a large flood about every seven years, and a huge flood every 15 to 20 years. They have developed the following outcomes for relief, recovery, rebuilding and readiness:

Readiness	CR team ensures readiness through a written plan, widely distributed and through regular updates on member agency implementation of plan goals.
Relief	All people in affected areas receive warning and assistance in leaving as soon as a disaster is expected. People in need receive immediate assistance through shelter services in 6 schools and 5 churches.
Recovery	People hard-hit by floods are able to find temporary or transitional housing. People are helped to return to work, school and, where feasible, return home. People are helped to access federal, state and local resources through the Service Center.
Rebuilding	People are supported in rebuilding through local information, ombudsman, and support programs including the "builders on loan" volunteers. Community rebuilding is facilitated through a community event, and a Chamber report on rebuilding.

High Plains CR. This region has suffered at least 5 major tornado disasters during the past century. Many families in the region can remember their grandparents talking about the twister of '27, which all but gutted the town. Most remember tornadoes and loved ones lost. The area is isolated, with few roads, so there is no option but to seek shelter. The CR committee wants to expand shelter options, and help people move more quickly when a tornado warning hits, as delay is often fatal.

Relief	People will have a shelter available (in their own home, or whenever possible within ¼ mile). People with severe damage to their homes will have short-term shelter available.
Recovery	People without a home will be helped to find alternative living with friends or relatives. People with damage will meet with government and local resources for assistance.
Rebuilding	Community members in need of assistance will receive help through government and private resources, and through community members who lend a helping hand. The community will honor those lost, and celebrate good deeds to help rebuild and restore.
Readiness	People will become better prepared by having information, resources and neighborhood drills. Adequate tornado shelters, to meet needs of those living in apartments, mobile homes, and residences w/out basements.

F. DEVELOPING OUTCOMES SPECIFIC TO UNITED WAY’S OWN ROLE IN THE BROADER COMMUNITY CRISIS RESPONSE INITIATIVE

United Ways play leadership roles in community crisis response. The specific nature of that role varies depending upon community need, scope of work of local disaster agencies like Red Cross and Salvation Army, and the local United Way’s own goals and areas of expertise. The following section outlines sample outcomes and logic models for United Way’s own work within the larger context of community crisis response. These five samples are based on work being done in different UW s.

1. Community Convening. One of the roles that United Way has in most communities is to serve as a community convener. Many community initiatives have begun because of United Way’s leadership and ability to pull many different key stakeholders to the table to collaborate. In a good number of communities, United Way serves as chair or co-chair of the community crisis response committee. Or, United Way may chair a specific CR task force, like the CR Rebuilding Task Force. Here are some sample outcomes for convening.

Community Convening Outcomes

Readiness Community mobilizes an effective CR Committee and develops a CR plan, as a result of UW leadership

Here, the primary outcomes are in readiness – convening the community and shaping the CR committee and goals. This is a critical readiness outcome. Once key community leaders have been mobilized and a plan is developed, it is possible to develop a CR network, and sustain the work of the CR committee.

2. Mobilizing Volunteers. In Florida, one large United Way has taken on the responsibility of mobilizing volunteers to help in the different phases of crisis response. Their work might include recruiting volunteers, providing training, and mobilizing different volunteer teams for work in recovery, rebuilding and readiness. Red Cross might already have disaster volunteers trained and available for immediate disaster relief. United Way's volunteers would supplement the core group of disaster volunteers, helping with ancillary tasks during the disaster wrap-up, and providing additional resources during recovery and rebuilding. Volunteers might represent many fields in the corporate sector, such as hotel/motel, housing, real estate and construction. These volunteers could mobilize a wide range of resources during recovery and rebuilding phases. The local United Way's outcomes for volunteer recruitment might look something like this:

Outcomes for Mobilizing Volunteers

<p>Readiness Phase</p> <p>UW has volunteer recruitment and deployment plan in place, and has engaged key sector leaders in CR</p>	<p>Relief Phase</p> <p>Volunteers are mobilized and work in support of core relief volunteers</p>	<p>Recovery Phase</p> <p>Community recovery is aided through work of UW volunteer teams, in housing, transportation, daycare, construction and corporate support</p>	<p>Rebuilding Phase</p> <p>Rebuilding is facilitated through UW volunteer team leadership & donated corporate resources for rebuilding</p>
---	---	--	--

3. Information and Referral (I&R). Another local United Way decided to focus on I&R. This United Way has a large and highly effective I&R network for the 3-county area, with a well-known 211 number. This United Way has made a commitment to expand the I&R system during a crisis situation, with additional phone lines, staff and volunteers on a 24-hour basis until the recovery phase is well underway. This United Way's outcomes might look something like this:

Outcomes for Information & Referral

Readiness Phase UW's disaster I&R goals are in place, and ready to implement	Relief Phase Community members and disaster workers receive up-to-date information and resources through 24-hr I&R	Recovery Phase Community members and workers receive I&R that guides people in their work and facilitates recovery.	Rebuilding (Normal I&R takes over at this phase)
---	---	--	---

Note that the expanded I&R is most needed and appropriate during Readiness, Relief and Recovery – and less during Rebuilding, as the normal I&R would suffice during this time.

4. Mobilizing Health & Human Service Agencies. Another United Way has maintained very strong relationships with local health and human service agencies through convening the community's Health & Human Service Consortium. The health and human service agencies coordinate a wide range of services that are particularly needed during a disaster. These include counseling and case management, transportation, temporary housing and shelter, health care, and food programs. This United Way has worked with the HHS Consortium to develop an interagency disaster response plan that will be coordinated by United Way and the HHS Consortium. Their outcomes might be:

Outcomes for Mobilizing Health & Human Service Agencies

Readiness Phase HHS Consortium has plan with strategies, ready to implement.	Relief Phase Affected community members and relief workers receive needed short-term support	Recovery Phase Community members receive counseling, support and information and referral to aid in recovery.	Rebuilding Phase Community leaders receive guidance and support from HHS regarding ongoing supports needed.
---	---	--	--

5. Crisis Relief for Agencies. Some United Ways may want to support the community's crisis response by providing additional disaster-related grants to agencies significantly involved in the crisis relief, such as Red Cross, Family Service, Salvation Army and others. The grants are crisis response-program grants, geared to helping those agencies involved in direct relief to expand their capacity to give resources to those most affected in the community. The outcomes might be simple, focused on a few phases, rather than all phases. The outcomes are simple and straightforward.

Crisis Relief Grants Outcomes

<p>Readiness Phase</p> <p>UW develops grant allocation plan, and shares goals with community CR committee.</p>	<p>Recovery Phase</p> <p>Front-line relief agencies receive additional funding to help with disaster operations costs, and allow them to provide more services to those in need.</p>
--	--

G. MEASURING PROGRESS WITH OUTCOMES

CR work has built-in evaluation and accountability. Teams measure a community's actions against goals and targets set in the plan. The outcome framework allows initiatives to focus evaluation on the impact that CR has on the people of the community. It is client-centered and community-centered. It should fit easily into whatever framework you are currently using for evaluation, and often provides the overarching framework for other evaluation activities, such as measuring the number of shelters, people served, etc.

You will want to measure how well you achieve outcomes. Good examples can be found in relief and recovery outcomes. For example, you want to ensure that people in danger find a safe shelter that meets their basic needs. As you begin to choose measurement tools, consider what might be practical and what you are already doing. A disaster situation is fast-paced, so you will want to limit paperwork. You may be able to ask a short question of people about how the shelter met their needs after they have been in the shelter for 24 hours or so – or when they leave. Or, you may decide that, given the disaster situation and the basic services provided by the shelter, that the person or family checking in to the shelter indicates successful achievement of this outcome.

In the recovery phase, people will have a range of needs, but core issues would revolve around home repair or relocation, work and school. The disaster team will have plans for government offices to be on hand, along with local resources. Red Cross and Salvation Army probably provide some short-term financial assistance and donated clothing and equipment. In many cases, disaster caseworkers look to ensure that all affected individuals have been contacted and introduced to resources available. Counselors and case managers are often available to help with stress, grief, and information and referral to important resources. If you are able to ascertain primary needs, address them, and then indicate they have been met through a summary case file checklist, this provides a very important measurement of CR's effectiveness in helping people to recover.

Measuring progress in the area of rebuilding is similar to recovery – only it is longer, and CR staff and volunteers may be in touch with and aware of only a small percentage of those in the rebuilding phase. If people have insurance coverage and other resources, they often go quietly about the work of getting their homes and lives back in order. Those with more limited resources and options are often the ones seeking additional assistance with rebuilding. The CR team may choose to focus on this more at-risk group, and with specific types of assistance (as opposed to a broad range of resources that may or may not be available).

As you continue in the readiness phase, you will want to measure how effectively each member of the CR team has implemented readiness goals, and how the team itself is ready. This could be handled through quarterly, semi-annual or annual checklist reviews.

H. MAKING IT WORK – NEXT STEPS

The following are a list of steps you might find helpful in developing outcomes.

1. Review your community's current crisis response readiness work. Who is involved? What are they doing? What are the needs? Is there a community disaster relief or crisis response plan?

Consultants, students, or volunteers can review materials, make calls and facilitate group meetings to discuss the community's needs, and the current crisis response systems in place. They can describe areas where readiness is well-developed, and areas that need more attention. Another option you may choose is to devote a crisis response meeting to discussing community readiness, current systems and what they are doing.

If you do not already have a crisis response plan, the committee can work to develop a plan outline, based on the structures and systems that are already in place. Then, the committee can develop its goals and outcomes for key areas, with certain groups working on particular topics.

2. Look at options. Where might the local United Way best help, based on needs and United Way resources and expertise.

Your local United Way can review the community's CR goals and work of other agencies to determine the greatest unmet need. In many cases, communities need what United Way can provide – like convening community leaders, guiding the development of a plan, recruiting and providing volunteers for key disaster functions, and mobilizing nonprofit agencies to provide needed assistance.

3. Develop goals and outcomes for United Way's own work and share these with the CR committee.

Create goals and outcomes for your work. Goals are broad statements about your purpose and work. In many cases, your broad goals will relate closely to the four phases of crisis response (readiness, relief, recovery, and rebuilding). Outcomes are your anticipated results, listed in each goal area. For example: Serve as community convener, or mobilize disaster relief volunteer phone bank. Develop outcomes related to each goal area. For example: Community stakeholders are engaged in a community wide CR initiative, or volunteers are prepared and ready to handle community crisis calls.

As you choose your outcomes, work with your United Way team to outline activities and develop strategies. Analyze the system that United Way is working in, and look at what sort of system changes are needed for success – and how to make those happen.

4. Ensure your United Way is ready to do its part to respond to the crisis.

Work internally with volunteer committees and staff to mobilize the volunteer leadership and support needed to develop and refine plan goals and outcomes, and create structure needed to respond.

This often includes working with key volunteers and staff to share information, and involve them in shaping the goals and outcomes. It also means allocating some internal resources to ensure that United Way's goals and outcomes are a living part of the work, rather than a shelf document. If your United Way's goals build on work you already do in the community (i.e. convening or 211 line).

5. Maintain ongoing contact with the community CR committee to share and coordinate information.

Your United Way CR outcomes are part of a broader community outcomes framework, created by the group of stakeholders working together to develop a comprehensive community disaster response. The most effective way to maintain that coordinated response effort is to meet regularly to share information on readiness planning and review how different goals and outcomes of individual providers mesh together in the overall framework.

6. When/if a crisis occurs, implement goals and strategies.

You hope that you never need to implement your CR plan. However, if you have a good plan, with clear outcomes and a good system, then you will be able to implement effectively if and when the time comes. Practice and regular review will ensure that you are, indeed, ready to implement.

In the event of a crisis or disaster, mobilize strong volunteer leaders who are well trained and able to take charge. Ensure that each leader is well informed, with a good work team. Meet regularly with your leaders to review strategies and make modifications as needed.

7. Track progress and evaluate ability to achieve outcomes.

You will want to track progress in two ways: a) regularly on-the-ground to make sure nothing critical is falling between the cracks, and b) afterwards to review effectiveness. In one disaster situation during the Blizzard of '78, there were 4,000 calls that came into a call center during a period of just a few days. Volunteers were overwhelmed. One leader realized that a sick person had called back a second time, and rather than trusting that transportation was "on its way," she tracked the call and realized that the first call had been misfiled. These errors happen, and on-the-ground tracking can literally save lives. Afterwards, a review helps you

8. Revise and refine plans as indicated.

Evaluate, analyze and revise goals, outcomes and strategies as needed. Perhaps another agency can or did cover part of what UW had as goal areas and can achieve outcomes. Or, there might be an additional need that has surfaced that UW is ideally positioned to address.