

# Building Disaster Resiliency: A Roadmap for Investment & Innovation in California

Final Report

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Monitor Institute by Deloitte

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# Designing an Investment Strategy

With the sudden devastation caused by fires and other natural disasters throughout California, the State was eager to reflect on the challenges of readying our community. It can be difficult to know how to best prepare and leverage community assets in a State with California's size and diversity.

The public sector successfully leads the process of saving lives and property during a disaster. First responders will continue their critical work, yet the crippling effect of disaster requires more community engagement to prevent these catastrophes and to lead preparedness and recovery efforts. Our research and experience indicates that there has not been a sufficient focus on leveraging nonprofit, community-based, faith-based, and private-sector resources that can be deployed before, during, and after such events.

The focus of this project, which was a collaborative effort by Monitor Institute by Deloitte with statewide community leaders, was to understand and articulate the **need for whole community preparedness**, and to surface and prioritize solutions that would enable greater community-based disaster coordination.

During the course of the project, Governor Gavin Newsom and the California State Legislature came together and invested \$50 million to establish the **California For All Emergency Preparedness Campaign** that includes helping local communities and individual households be more disaster-ready. This report has helped shaped our new people-centered emergency preparedness approach, and it is our hope that it will continue to inform public and private funders who see the value of whole community preparedness.

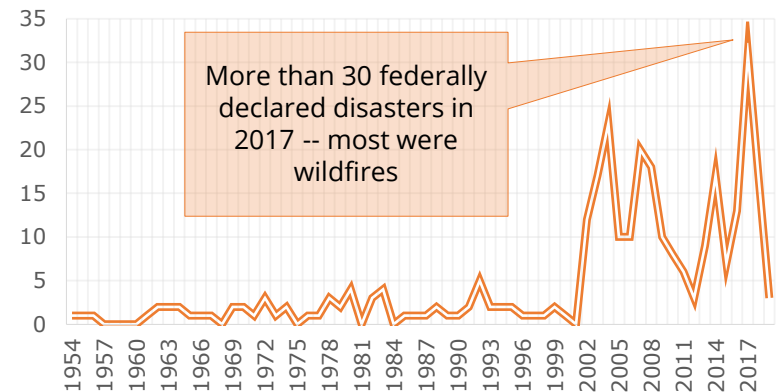
This report was made possible due to the generous support of The James Irvine Foundation. They uniquely understand the need for thorough research and community involvement before designing strategies to address needs. We now have a clearer grasp of both the challenges and opportunities for real impact.

In service,



Karen Baker  
California's Chief Service Officer

### Increasing Number of CA Disasters



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# Our Approach

## Research & interviews

We started the process with a review of over 70 FEMA and State planning documents, after-action reports, and other documents authored by nonprofits and faith-based organizations on the topic of whole community preparedness and disaster planning, response, and recovery. We also spoke with ~20 subject-matter experts on emergency management and the whole community approach, in theory and on-the-ground.\*

## Cross-sector workshops

We hosted two +40 person workshops in Southern and Northern California (Newport Beach and San Francisco, respectively) that included representatives from Federal, State, Local, and Tribal governments; nonprofits, community-based organizations (CBOs), and faith communities; and private-sector organizations. These gave us an opportunity to pressure-test our findings around the trends and challenges with the whole community approach, as well as to surface and road-map ideas for improving whole community preparedness.



*March 13, 2019, Newport Beach, CA*



*March 20, 2019, San Francisco, CA*

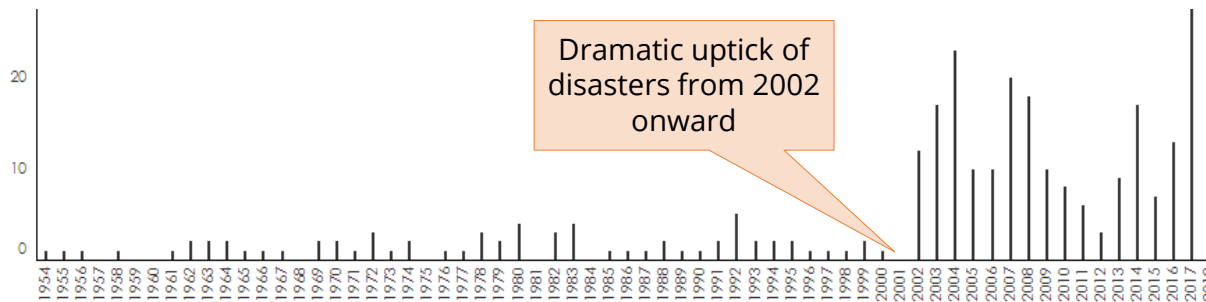
Note: \*See References section for the bibliography and list of contributors.

## GROWING THREATS

# California faces a growing number and scale of disasters

*We heard from interviewees that the number and scale of disasters in 2018 stretched the State emergency response system*

### Number of Federally Declared Disasters in California by Year



226 of the 300 disasters CA has faced since 1953 were wildfires

- While the State infrastructure is well-equipped to handle one disaster, **multiple fires in October 2018 stretched the emergency response system** and its resources thin
- The scale of the 2018 fires was so large that the State had already **spent \$1B fighting fires before the deadly fall fire season even began\***
- The recent fires **highlighted unique areas of need across California's diverse communities**, for example, animal care needs for rural farming populations

*"I have worked lots of different emergencies for 20 years, but I have never experienced **the magnitude that Camp Fire presented...**"* – State employee

*"We need to look in the mirror and call on organizations – **how are we supporting vulnerable populations?** By definition, they are least-resourced, with no safety net..."* – Nonprofit leader

***The emergency response system must integrate all parts of the community to ensure a smooth response and recovery process***

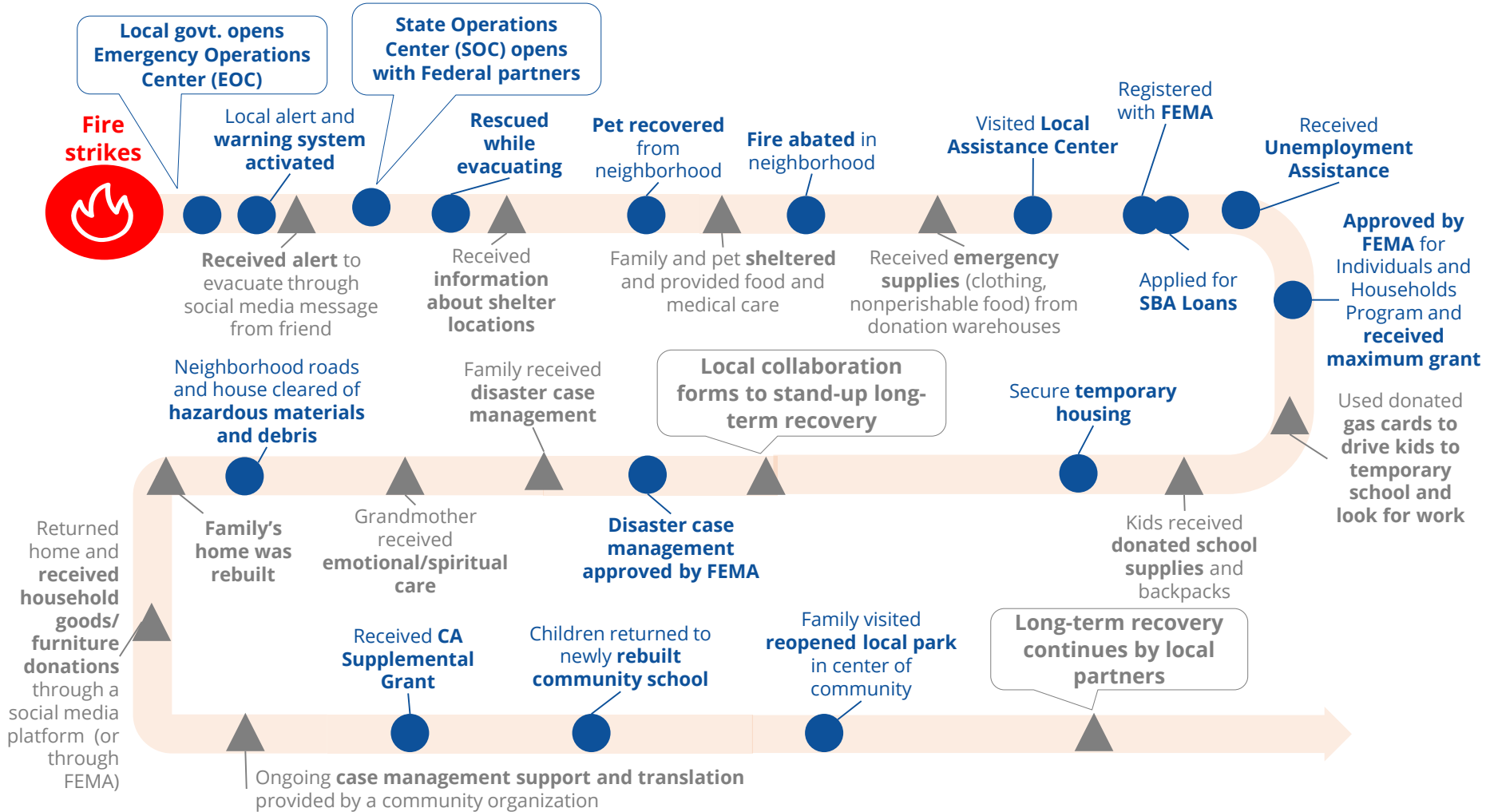


Key: ● Govt. support ▲ Non-govt. support

## PATH TO RECOVERY

# Disaster response and recovery is a whole community affair

*Looking at the experience of a single family helps bring to life the critical role that nonprofits, CBOs, faith communities & private-sector organizations play alongside government in a disaster scenario\**



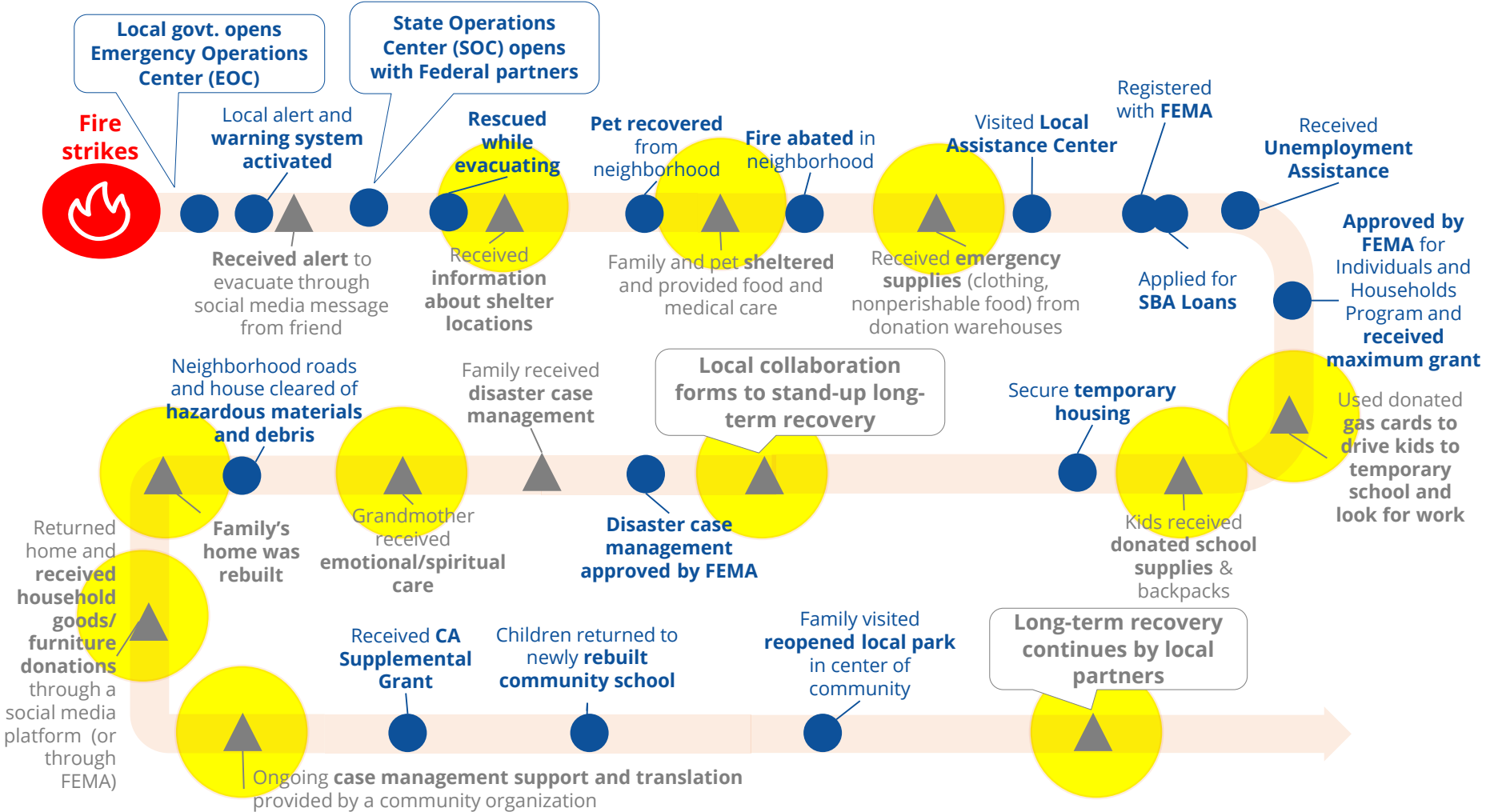
Note: \*All events are based on real examples. Events can occur earlier or later depending on the disaster, location, and circumstance. This sequence presumes a Presidential declaration of disaster that invokes FEMA resources.



# PATH TO RECOVERY

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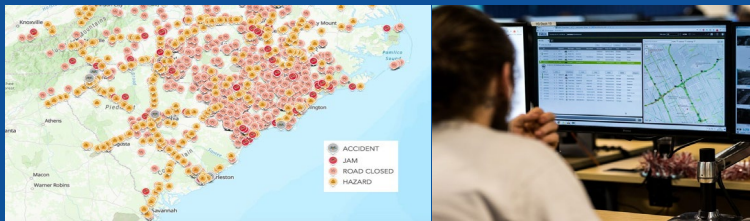


Note: \*All events are based on real examples. Events can occur earlier or later depending on the disaster, location, and circumstance. This sequence presumes a Presidential declaration of disaster that invokes FEMA resources.

# Trends that enable greater community engagement

Current trends point to new avenues for community participation in disaster response & recovery, making coordination among nonprofits, CBOs, faith communities & private-sector organizations even more critical

## INCREASING ROLE OF DATA IN DISASTERS



Greater amounts of public and private data exists during disasters to support govt. response, public safety, and predictive analytics, e.g. [MapBox GIS mapping](#)

## RISE IN CORPORATE SOCIAL INITIATIVES

“To prosper over time, every company must not only deliver financial performance, but also show how it makes a positive contribution to society.”

—Blackrock CEO Larry Fink

Companies want to contribute to disaster relief and recovery; e.g., AirBnB launches Open Homes to shelter fire survivors, hundreds of Co. donate through [Good360.org](#)

## RISE IN SOCIAL ENTREPRENEURSHIP



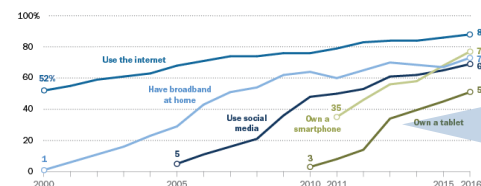
Rise in individuals active in social enterprises and entrepreneurship especially following disasters, like Hurricane Katrina, Fukushima nuclear disaster, and more ([2015 study by The Data Center](#))

Growing belief that individuals can contribute to social problems incl. disaster response outside govt., e.g., [Proud City](#) and others develop needed website for Butte County

## PROLIFERATION OF TECH. PLATFORMS

The evolution of technology adoption and usage

% of U.S. adults who ...



[Pew Research Center surveys](#) show rapid increase in percent of US adults adopting new technology

Technology directly connects people and organizations to share information/resources, donate and volunteer, e.g., [FB Paradise Adopt-A-Family](#) and [GoldenVolunteer.com](#)



## THE FEDERAL & STATE APPROACH

# Window of opportunity for increasing community engagement

*At all levels of government, increasing focus and funding for community engagement in disaster preparedness present an opportunity...*



### Federal

- **FEMA defines whole community** as "a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests."
- FEMA's **Resilience Team engages communities** in preparedness activities



### State of California

- Governor Newsom signed Assembly Bills 72 and 73 appropriating **\$131M for emergency preparedness and disaster relief**, including \$20M for CBOs\*
- The Governor's **"California For All" Emergency Preparedness Campaign** prioritizes disaster preparedness in vulnerable communities
- The State will **expand successful volunteer and service programs** (CERT, Listos, AmeriCorps)

“It’s not a coincidence that my first full day as Governor is focused on emergency preparedness. It’s deliberate, it reflects intentionality, and it speaks to the **priority that I place on emergency preparedness, response and recovery.**”

–Governor Gavin Newsom, Jan 8, 2019

## CHALLENGES

# Consequences of NOT preparing the whole community (1/2)

*Our research found that most communities don't effectively involve nonprofits, CBOs, faith communities & private-sector organizations before, during & after disaster, and that this can lead to a range of challenges:*

### Individuals & organizations are unprepared for disaster

- ❖ **Frontline organizations become overwhelmed.** Service providers can become impaired by the disaster or hobbled by the stress from increased, calls, web traffic, etc.; some may be unable to fulfil contractual requirements
- ❖ **Frontline organizations cannot scale.** Local organizations may not have funding or capacity to adequately follow-through on disaster response commitments, leading to cascading coordination challenges
- ❖ **Lack of long-term volunteers.** It's time-consuming to orient people who volunteer for a day or two; organizations much prefer affiliated volunteers who offer more continuity and are willing to do any task assigned
- ❖ **High turnover in local leadership.** Regular leadership turnover leaves staff unaware of disaster guidelines, processes, and coordination

### Insufficient coordination wastes resources

- ❖ **Ineffective messaging about how to help.** Individuals and organizations don't know which donations are needed, or how to contribute volunteers and resources
- ❖ **Inability to effectively leverage trained volunteers.** Trained volunteers are limited by lack of organized opportunities, lodging, support, or infrastructure
- ❖ **Non-traditional resources are underutilized.** Tech companies, skilled volunteers, and other newcomers don't know the appropriate access points for supporting disaster response and recovery
- ❖ **Frontloading of donations.** Resources pour in during the 72 hours after a disaster; relatively fewer resources come in during the multi-year recovery phase
- ❖ **Community resources aren't leveraged.** Volunteers and donations may offset County contributions to disaster expenses, but often aren't properly documented

(Continued)

### Exemplary Stories from Research

*An overwhelmed nonprofit **didn't record volunteer contact information**, leaving behind thousands of names to be contacted again, one-by-one*

*Trained volunteers **drove hours** to complete shifts, but were **turned away** because they didn't have the "right credentials"*

*A company **secured thousands of transitional housing units**, but **couldn't scale** this service without greater access to dislocated families*

## CHALLENGES

# Consequences of NOT preparing the whole community (2/2)

*Our research found that some challenges create problems to be managed by government, and can leave community members more vulnerable during and after disasters:*



### Unplanned efforts get in the way of emergency response

- ❖ **Unsolicited donations become “the 2<sup>nd</sup> wave of disaster.”** Well-intentioned individuals and organizations collect goods that are not needed
- ❖ **Untrained/unvetted volunteers and organizations pose a risk to self and others.** These volunteers are unable to effectively contribute to nonprofits, CBOs, faith communities, or the County during disasters, and are unaware of government rules around disaster response and recovery.
- ❖ **Community efforts create risks government must address.** Some initiatives create unintended safety/security challenges that government is forced to manage



### Critical community needs aren't met

- ❖ **Not enough outreach leaves communities at risk.** Communities that require specific outreach (e.g., hearing impaired, non-English speakers, Tribal governments) or those that lack infrastructure (e.g., broadband access) aren't well-integrated into emergency planning, making them more vulnerable and depriving them of crucial information during disasters
- ❖ **Individual needs that don't require emergency response are unaddressed.** Families and individuals often have needs that do not rise to the level of severity and priority for first responders to address, such as pets, functional access, lower severity health concerns, etc.
- ❖ **There is a challenge in meeting the needs of undocumented communities.** Both government and other organizations trying to serve undocumented communities can face significant trust and access barriers.

### Exemplary Stories from Research

*A donation of thousands of desks became a crisis to manage as overwhelmed school administrators struggled to find a place to store them*

*A well-intentioned group stored donations in an empty warehouse, which became a place of looting/ criminal activity requiring security*

*Families that don't speak English are often unable to understand official emergency response materials, because these aren't translated*

## OPPORTUNITIES FOR IMPACT

### Investments already underway

*This research has already informed a growing volume of investment in whole community disaster preparedness, especially Governor Newsom's recent \$50M California For All Emergency Preparedness Campaign.*

#### California For All Emergency Preparedness Campaign

- ☑ **Resource California Community-Based Organizations** so that they may expand and strengthen existing **peer-to-peer networks** and provide **disaster preparedness education** and resources, with a focus on vulnerable counties.
- ☑ **Support community efforts** to build resiliency and respond to disaster by **dispatching expert disaster teams** to key regions by expanding Community Emergency Response Teams (CERT), Listos, Fire Safe Councils and AmeriCorps. Recruit team members that are **reflective of and sensitive to their local communities**.
- ☑ **Build a California For All Awareness Campaign** that engages all Californians and provides emergency preparedness resources, with particular attention to cultural alignment and communication.

## OVERVIEW

# Six Opportunity Areas for Impact

*We distilled the whole community disaster preparedness solutions that emerged in our research into six key opportunities that stand to amplify investments already underway, organized by general theme below:*

### Effectively Channel Private Resources



#### 1. Develop Disaster-Wise Funders

California funders could lead the country in fostering whole community disaster preparedness, response, and recovery by developing more coordinated and pro-active plans and processes for disaster funding.



#### 2. Harness Committed Corporates

Private-sector organizations knowledgeable about disaster response and recovery could coordinate at the State level to more effectively and efficiently leverage their resources in support of affected communities.

### Spur Cross-Sector Coordination



#### 3. Resource County-Level Coordinating Bodies

A broad range of community stakeholders, incl. those not historically involved in disaster, could become part of local coalitions that effectively prepare and mobilize the whole community.



#### 4. Strengthen State Coordination Role to Assist Local Communities

Local community capacity during times of disaster could be improved by strengthening the ability of California to coordinate volunteers and donations.

### Bolster Community Capacity to Act



#### 5. Nurture Community Resilience Networks

With sufficient support and coordination, California communities could better leverage local assets, as well as State and County resources, to prepare for and bounce back after disaster.



#### 6. Democratize Disaster Learning & Resilience

California could dramatically improve its whole community disaster preparedness, response and recovery by boosting the transparency, accessibility, and community engagement around information about what works.



## 1. Develop Disaster-Wise Funders

*California funders could lead the country in fostering whole community disaster preparedness, response, and recovery by developing more coordinated and pro-active plans and processes for disaster funding.*



### Opportunity Overview

Funders are often quick to react after a disaster hits. In this capacity, it is important for funders to be aware of, comfortable with, and prepared to address some of the risks that come with funding in this arena (e.g., not being able to fully vet organizations in the midst of disaster response)—and to make sure that they have formal channels of communication with State emergency management to inform their work.

In addition, it would be helpful for more of the philanthropic community to consider investment in preparedness and long-term recovery *in addition to* disaster relief. Our community-based organizations clearly need to be better prepared to serve their communities, and funders could help play a critical role in this arena.

### Ideas for taking action

- Integrate disaster preparedness requirements into all community-based grants, and provide adequate funding to enact these requirements
- Convene a California Disaster Funders summit to share current work, clarify the variety of roles funders could play, and facilitate thoughtful grantmaking
- Develop a disaster-response grantmaking strategy that factors-in equity considerations AND that involves preparedness and long-term recovery
- Consider selecting a consistent mission-area or disaster brand, much like our faith communities do, so that communities and organizations know when to turn to you for support

## 2. Harness Committed Corporates

*Private-sector organizations knowledgeable about disaster response and recovery could coordinate at the State level to more effectively and efficiently leverage their resources in support of affected communities.*



### Opportunity Overview

Many corporates want to contribute during disaster. They can quickly deploy goods, people, and know-how, yet without up-to-date information and guidance about the disaster response and recovery process, they are unable to serve affected communities effectively. We need better guidance and coordination of companies at the State level to systematically provide real-time information during disaster, and to provide education during “blue skies” about the stages of disaster and respective community needs.

### Ideas for taking action

- Strategy is needed to better define how corporates can more effectively assist during “gray skies”
- California needs to communicate the best local, regional or state contacts with the correct authority for companies to engage and collaborate with before and during a disaster
- Establish a new “Corporate Corps” of volunteers who will support nonprofit capacity building for disaster preparedness.

### 3. Resource County-Level Coordinating Bodies

*A broad range of community stakeholders, including those not historically involved in disaster, could become part of local coalitions that effectively prepare and mobilize the whole community.*



#### Opportunity Overview

Some communities have local coalitions – such as the Voluntary Organizations Active in Disaster (VOADs) or Community Organizations Active in Disaster (COADs)\* – that coordinate to help survivors and communities after a disaster. But there are large disparities in county-level coordination, and most existing efforts do not include private-sector organizations, community nonprofits, anchor institutions, representative community groups, and government—all of whom are critical for whole community preparedness. We need to invest in broad-based, county-level coordinating bodies that know their community's assets and gaps, are aware of and prepared to address disaster needs, and are capable of securing additional resources that could be required depending on the footprint of the disaster.

#### Ideas for taking action

- Resource the creation of local coalitions (VOAD, COADs, or some other structure) in high-risk communities that do not have existing coordinating bodies
- Consider funding regional VOAD staff to bolster local coordination and training efforts
- Support nonprofit, CBO, and faith community training in volunteers and donations management

\*Note: Local VOAD/COADs have access to regional and national VOAD coordinating structures that are officially recognized by FEMA.

## 4. Strengthen State Role to Assist Local Communities

*Local community capacity during times of disaster could be improved by strengthening the ability of California to coordinate volunteers and donations.*



### Opportunity Overview

The public wants to contribute during times of disaster, offering their support as volunteers and donating to the affected community. This flood of goodwill, however, can be overwhelming to public, private, and nonprofit sectors. Furthermore, if the general public cannot identify a coordinated effort to manage volunteers and donations, they may step in, which can result in competing and ineffective efforts; this can waste resources, impede emergency response efforts, and leave critical community needs unmet. As such, government and local organizations must prepare in advance to effectively manage these well intentioned efforts. We need to form critical partnerships in advance of a disaster to help a community address the inevitable arrival of spontaneous volunteers and unsolicited donations.

### Ideas for taking action

- Secure resources from the State to local communities in order to: Convene and train players at the local level (government, tribal government philanthropy, nonprofits, private sector, and faith communities), ensuring they understand their disaster roles, and deciding how they will coordinate with one another to manage volunteers and donations
  - Manage the integration of private and nonprofit-developed apps for volunteer and donations management throughout the state
  - Meet the growing demands for volunteer and donations management support when disaster strikes

## 5. Nurture Community Resilience Networks

*With sufficient support and coordination, California communities could better leverage local assets, as well as State and County resources, to prepare for and bounce back after disaster.*



### Opportunity Overview

While certain communities and neighborhoods in our State have robust peer-to-peer networks with the capacity to prepare and mobilize Californians, there is great variation in community connectedness and local disaster-preparedness. We need to cultivate such networks in all communities – especially vulnerable communities, which can be described by social vulnerability factors such as social isolation, poverty, language barriers, and other access and functional needs challenges – to ensure that households are prepared; that their needs are considered in disaster planning; that trusted relationships that enable coordinated action are in place; that preparedness strategies are guided by local practices; and ultimately that community needs are met before, during, and after a disaster.

### Ideas for taking action

- Fund and empower local communities to organize peer-to-peer networks
- Refer to heat maps and disaster-vulnerability maps to help inform funding and policymaking
- Invest in cross-sector convenings in disaster-vulnerable communities to identify gaps in local emergency plans (including preparedness, response, and recovery)



## 6. Democratize Disaster Learning & Resilience

*California could dramatically improve its whole community disaster preparedness, response and recovery by boosting the transparency, accessibility, and community engagement around information about what works.*



### Opportunity Overview

Disaster-focused government agencies and non-governmental organizations regularly reflect on their disaster response and recovery efforts through after-action reviews or “hot washes.” However, these learning efforts are often siloed and don’t always include all affected community members. Furthermore, these reports can be politically sensitive, and as such are not always shared broadly. We need to cultivate a more transparent inclusive learning community where government officials, nonprofits, CBOs, faith communities, private-sector organizations, and individuals can share feedback, ideas, and innovations for improved whole community preparedness.

### Ideas for taking action

- Develop a trusted forum where all community members and sectors can openly share their learnings after a disaster
- Create a nonprofit hub or center to aggregate this learning and disseminate best-practices to the public
- Create and maintain a system for public engagement and resident input

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- **Email to connect** with state officials to learn more about the work to boost community resiliency and engage in the upcoming work to implement elements of this report: [PressOffice@CV.CA.GOV](mailto:PressOffice@CV.CA.GOV)
- **Share this report** to inform your work & to motivate new efforts