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

Final Report
July 2019

Developed in collaboration with Monitor Institute by Deloitte

Funded by The James Irvine Foundation
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
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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.

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

- 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

Number of Federally Declared Disasters in California by Year

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

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

Source: *FEMA Data Visualization, Berger, Noah, and Paul Elias, “California takes financial wallop from unrelenting wildfires,” Associated Press, Sept 8, 2018*
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*

*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.

**Key:**
- Govt. support
- Non-govt. support

**Fire strikes**
- Local gov't. opens
  - Emergency Operations Center (EOC)
- State Operations Center (SOC) opens with Federal partners
- Local alert and warning system activated
- Recued while evacuating
- Pet recovered from neighborhood
- Fire abated in neighborhood
- Family and pet sheltered and provided food and medical care
- Received emergency supplies (clothing, nonperishable food) from donation warehouses
- Registered with FEMA
- Applied for SBA Loans
- Used donated gas cards to drive kids to temporary school and look for work

**Ongoing**
- Ongoing case management support and translation provided by a community organization

**Family's home was rebuilt**
- Kids received donated school supplies and backpacks

**Disaster case management approved by FEMA**
- Kids received emotional/spiritual care

**Grandmother received emotional/spiritual care**
- Family received disaster case management
- Local collaboration forms to stand-up long-term recovery

**Returned home and received household goods/furniture donations through a social media platform (or through FEMA)**
- kids returned to newly rebuilt community school
- Long-term recovery continues by local partners

**Note:** Check both sides of the page for events.
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.*

Key:

- Govt. support
- Non-govt. support
- Role for Volunteers & Donations

1. **Fire strikes**
   - Local alert and warning system activated
   - Received alert to evacuate through social media message from friend

2. **Local govt. opens Emergency Operations Center (EOC)**
   - Local govt. opens Emergency Operations Center (EOC)
   - Received alert to evacuate through social media message from friend

3. **State Operations Center (SOC) opens with Federal partners**
   - State Operations Center (SOC) opens with Federal partners
   - Received information about shelter locations

4. **Rescued while evacuating**
   - Rescued while evacuating
   - Pet recovered from neighborhood

5. **Pet recovered from neighborhood**
   - Returned home and received household goods/furniture donations through a social media platform (or through FEMA)
   - neighborhood roads and house cleared of hazardous materials and debris

6. **Fire abated in neighborhood**
   - Family and pet sheltered and provided food and medical care
   - Family received disaster case management

7. **Local collaboration forms to stand-up long-term recovery**
   - Local collaboration forms to stand-up long-term recovery
   - Disaster case management approved by FEMA

8. **Family’s home was rebuilt**
   - Family’s home was rebuilt
   - Received CA Supplemental Grant

9. **Ongoing case management support and translation provided by a community organization**
   - Ongoing case management support and translation provided by a community organization

10. **Long-term recovery continues by local partners**
    - Long-term recovery continues by local partners

11. **Children returned to newly rebuilt community school**
    - Children returned to newly rebuilt community school

12. **Family visited reopened local park in center of community**
    - Family visited reopened local park in center of community

13. **Disaster case management approved by FEMA**
    - Grandmother received emotional/spiritual care

14. **Unemployment Assistance**
    - Unemployment Assistance
    - Approved by FEMA for Individuals and Households Program and received maximum grant

15. **Received Unemployment Assistance**
    - Received Unemployment Assistance

16. **Secure temporary housing**
    - Secure temporary housing
    - Kids received donated school supplies & backpacks

17. **Received information about shelter locations**
    - Received information about shelter locations

18. **Received emergency supplies (clothing, nonperishable food) from donation warehouses**
    - Received emergency supplies (clothing, nonperishable food) from donation warehouses

19. **Pet recovered from neighborhood**
    - Pet recovered from neighborhood

20. **Family and pet sheltered and provided food and medical care**
    - Family and pet sheltered and provided food and medical care

21. **Received alert to evacuate through social media message from friend**
    - Received alert to evacuate through social media message from friend

22. **Received mental health care**
    - Received mental health care

23. **Family registered with FEMA**
    - Registered with FEMA

24. **Applied for SBA Loans**
    - Applied for SBA Loans

25. **Registered with FEMA**
    - Registered with FEMA

26. **Fire strikes**
    - Fire strikes

27. **Family’s home was rebuilt**
    - Family’s home was rebuilt

28. **Fire abated in neighborhood**
    - Fire abated in neighborhood

29. **Pet recovered from neighborhood**
    - Pet recovered from neighborhood

30. **Rescued while evacuating**
    - Rescued while evacuating

31. **State Operations Center (SOC) opens with Federal partners**
    - State Operations Center (SOC) opens with Federal partners

32. **Local govt. opens Emergency Operations Center (EOC)**
    - Local govt. opens Emergency Operations Center (EOC)

33. **Received alert to evacuate through social media message from friend**
    - Received alert to evacuate through social media message from friend

34. **Pet recovered from neighborhood**
    - Pet recovered from neighborhood

35. **Fire abated in neighborhood**
    - Fire abated in neighborhood

36. **Local collaboration forms to stand-up long-term recovery**
    - Local collaboration forms to stand-up long-term recovery

37. **Family’s home was rebuilt**
    - Family’s home was rebuilt

38. **Disaster case management approved by FEMA**
    - Disaster case management approved by FEMA

39. **Unemployment Assistance**
    - Unemployment Assistance

40. **Received Unemployment Assistance**
    - Received Unemployment Assistance

41. **Secure temporary housing**
    - Secure temporary housing

42. **Received emergency supplies (clothing, nonperishable food) from donation warehouses**
    - Received emergency supplies (clothing, nonperishable food) from donation warehouses

43. **Pet recovered from neighborhood**
    - Pet recovered from neighborhood

44. **Fire abated in neighborhood**
    - Fire abated in neighborhood

45. **Rescued while evacuating**
    - Rescued while evacuating

46. **Received alert to evacuate through social media message from friend**
    - Received alert to evacuate through social media message from friend

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.

Building Disaster Resilience 7
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**

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

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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

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**

(Continued)
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 2nd 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:

<table>
<thead>
<tr>
<th><strong>Effectively Channel Private Resources</strong></th>
<th><strong>Spur Cross-Sector Coordination</strong></th>
<th><strong>Bolster Community Capacity to Act</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Develop Disaster-Wise Funders</strong></td>
<td><strong>3. Resource County-Level Coordinating Bodies</strong></td>
<td><strong>5. Nurture Community Resilience Networks</strong></td>
</tr>
<tr>
<td>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.</td>
<td>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.</td>
<td>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.</td>
</tr>
<tr>
<td><strong>2. Harness Committed Corporates</strong></td>
<td><strong>4. Strengthen State Coordination Role to Assist Local Communities</strong></td>
<td><strong>6. Democratize Disaster Learning &amp; Resilience</strong></td>
</tr>
<tr>
<td>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.</td>
<td>Local community capacity during times of disaster could be improved by strengthening the ability of California to coordinate volunteers and donations.</td>
<td>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.</td>
</tr>
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**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.*

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<tr>
<td>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.</td>
<td>➢ Integrate disaster preparedness requirements into all community-based grants, and provide adequate funding to enact these requirements</td>
</tr>
<tr>
<td>In addition, it would be helpful for more of the philanthropic community to consider investment in preparedness and long-term recovery <em>in addition to</em> 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.</td>
<td>➢ Convene a California Disaster Funders summit to share current work, clarify the variety of roles funders could play, and facilitate thoughtful grantmaking</td>
</tr>
<tr>
<td></td>
<td>➢ Develop a disaster-response grantmaking strategy that factors-in equity considerations AND that involves preparedness and long-term recovery</td>
</tr>
<tr>
<td></td>
<td>➢ 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</td>
</tr>
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</table>
**EFFECTIVELY CHANNEL PRIVATE RESOURCES**

**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.*

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| 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. | ➢ 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. |
### 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.*
**SPUR CROSS-SECTOR COORDINATION**

### 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.

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| 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. | ➢ 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 |
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.

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)
BOLSTER COMMUNITY CAPACITY TO ACT

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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Contributors to this report

Nonprofits, CBOs & Faith Communities
Anna Laine, American Red Cross – Los Angeles
Arcela Nunez-Alvarez, National Latino Research Center
Bob Wright, Second Harvest Food Bank, Orange County
Charlene Sargent, SoCal VOAD
Colleen Bragalone, Long Beach Community Foundation
Courtnie Thomas, NextGen Policy
Curtis Hsing, Tzu Chi USA
Daniel Silverman, Irvine Foundation
Debra Boudreaux, Tzu Chi USA
Emily Allen, N. Santa Barbara County United Way
Erin Tsurumoto Grassi, Alliance San Diego
Hannah Tarling, CADT AmeriCorps Member
Isabel Flores, Marin Food Bank
James Uhey, NorCal VOAD/ Assemblies of God
Jarrett Barrios, American Red Cross – Los Angeles
Kevin Cox, Hope
Leslie Carmichael, United Methodist Church
Lillian Serrano, National Latino Research Center
Logan Ferlito, American Red Cross, Bay Area
Marcus Ditty, American Red Cross – Los Angeles
Mary O’Connell, League of California Community Foundations
Michael Pappas, San Francisco Interfaith Council
Rev. Dr. Najuma Smith-Pollard, USC Cecil Murray Center for Community Engagement
Patti D’Angelo Juachon, Marin Community Foundation
Sonja Edd-Bennett, Disaster Response Ministry, United Methodist Church
Tiffany Everett, Good360
Vanessa Lopez, Second Harvest Food Bank, Orange County

Public Sector
Abby Browning, Cal OES
Amarnath Kasalanati, UC Berkeley
Bruce Saito, California Conservations Corps
Carla Glazebrook, City of Fresno
Dan Wall, Ventura County
Denise School, County of San Bernardino
Dore Bietz, Tuolumne Band of Miwok Indians
Doris Barone, SF Human Services Agency
Glenn Patterson, CalFire
James Caesar, UC Santa Barbara
James Griffin, Corporation for National and Community Service
Jeanne O’Donnell, Los Angeles County
Jodi Traversaro, Cal OES
Joe Hearn, Cal OES
John Chavez, FEMA
Katie Eing, Newport Beach Police Department
Karla Benedicto, Cal OES
Kevin McArthur, Orange County Sheriff’s Dept
Lisa Spinali, California Volunteers Commission
Matt Brisbois, Newport Beach Fire Dept
Mary Greusel, Corporation for National and Community Service
Michael Ramirez, County of San Bernardino
Mike Halphide, Newport Beach Fire Dept
Nico Pascal, UC Platform for Humanitarian Action & Resilience
Star Brown, Butte County
Tami Bartolomei, City of Ukiah
Tanya Gipson-Nahman, Corporation for National and Community Service
Valerie Cox, California Dept of Water Resources
Yoli McGlinchey, City of Santa Barbara

Private Sector
Brooke Heinichen, Google.org
Jamie Lawrence, IBM
Julie Quinn, Deloitte Consulting
Luke Fretwell, ProudCity
Marena Brinkhurst, MapBox
Michael Kearney, Deloitte Advisory
Mikel Maron, MapBox
Sam Fankuchen, Golden
Steve Sherrill, Golden
Sueli Shaw, DoorDash
Tanya Caragol, NASDAQ
Victoria Haas, Apartment List

California Volunteers project team
Jeremy Goldsmith
Justin Knighten
Karen Baker
Kaitlin Meyer
Kao Ye Thao
Nikka Tahan
Suu-Va Tai
Sharron Leaon

Monitor Institute by Deloitte project team
Aparna Ramanan
Jess Ausinheiler
Kerri Folmer
Rhonda Evans
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- **Learn more** about the California For All Emergency Preparedness Campaign at [https://californiavolunteers.ca.gov/californiaforall/](https://californiavolunteers.ca.gov/californiaforall/)

- **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)

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