

Bay Area UASI

Equitable Community Resilience Project

Local Roadmap to Community Resilience Toolkit Overview

2024





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Background and Overview

2023-2024 Equitable Community Resilience Project

The Bay Area Urban Areas Security Initiative (UASI) represents a region of 8 million people, a geographical footprint of 12 counties, and the 3 densely populated urban cities of Oakland, San Francisco, and San Jose. Every year, California faces numerous large-scale emergency incidents that disproportionately impact diverse populations living in socioeconomically disadvantaged communities, including those in the Bay Area.

The Bay Area UASI was awarded Regional Catastrophic Preparedness Grant Program (RCPGP) funding through the Federal Emergency Management Agency (FEMA) for the 2023-2024 Equitable Community Resilience (ECR) Project. The grant aims to build regional capacity to manage catastrophic incidents by improving preparedness and resilience. It includes a deliberate focus on equity, climate resilience, and readiness, particularly among disadvantaged communities and vulnerable individuals who are often disproportionately impacted by disasters and climate change.

The Bay Area UASI ECR Project and the Local Roadmaps to Community Resilience (LR2CR) process contained therein is a truncated version of the more extensive [International Federation Red Cross and Red Crescent Societies \(IFRC\) Framework for Community Resilience](#).

PROJECT GOALS

The Bay Area UASI recognizes that resilience efforts are ever-evolving, dynamic, and reflect each community's underlying vulnerabilities that challenge them. The goal of the 2023-2024 Bay Area UASI ECR Project was to build equitable readiness and resilience to disasters in the Bay Area, with a focus on the unique needs of disadvantaged communities and vulnerable individuals. It aimed to amplify and elevate diverse voices, as well as remove barriers, to enable equitable outcomes. Further, with its Local Roadmap to Community Resilience (LR2CR) component, the project aimed to provide a replicable process and tools that can be used by communities across the region.

WHAT'S THIS ABOUT?

The Bay Area UASI Equitable Community Resilience Project focuses on the unique needs of disadvantaged communities and vulnerable individuals throughout the Bay Area to improve their disaster readiness and resilience with a systematic "roadmapping" approach.

Resilience includes flexibility in the face of changing risks, including those caused by climate change – and beyond.

Introduction to Local Roadmaps to Community Resilience

Developing a Local Roadmap to Community Resilience follows an established process where communities can become more resilient by understanding risks through self-assessment and analysis of hazards, exposures, vulnerabilities, and capacities. The process is action-orientated in that it supports communities moving from understanding risks to identifying preparedness and risk reduction action plans and/or projects. The process and development of the Local Roadmap to Community Resilience is based on the IFRC model, referred to as the [Enhanced Vulnerability and Capacity Assessment \(EVCA\)](#).

During the 2023-2024 ECR Project, 11 communities participated in the development of a Local Roadmap to Community Resilience, using the process and activities outlined below. Participants in the process included nonprofit, faith-based, and community-based organizations, voluntary and community organizations active in disaster (VOADs/COADs), support service organizations, and local government. The four milestones each



jurisdiction completed to develop their Local Roadmap to Community Resilience included: **(1) Prepare; (2) Assess; (3) Plan; and (4) Document and Share.**

About This Toolkit

Toolkit Purpose

The purpose of this Local Roadmap to Community Resilience Toolkit is to empower Bay Area communities with a workable process and associated resources (tools) so they can identify the hazards that pose the greatest risk to safety, as well as to infrastructure (transportation, utility, communication, healthcare, other essential services), and to develop the ways and means to mitigate those hazards and their potential impacts. The goal is to build “resilience,” or a community’s ability to mitigate and withstand impacts, recover more quickly, and hasten a return to “normal” status following a hazardous event. Hazards can include those which are human-caused, as well as those which are naturally occurring (e.g., widespread communicable diseases, earthquakes, sea-level rise from climate change, etc.).

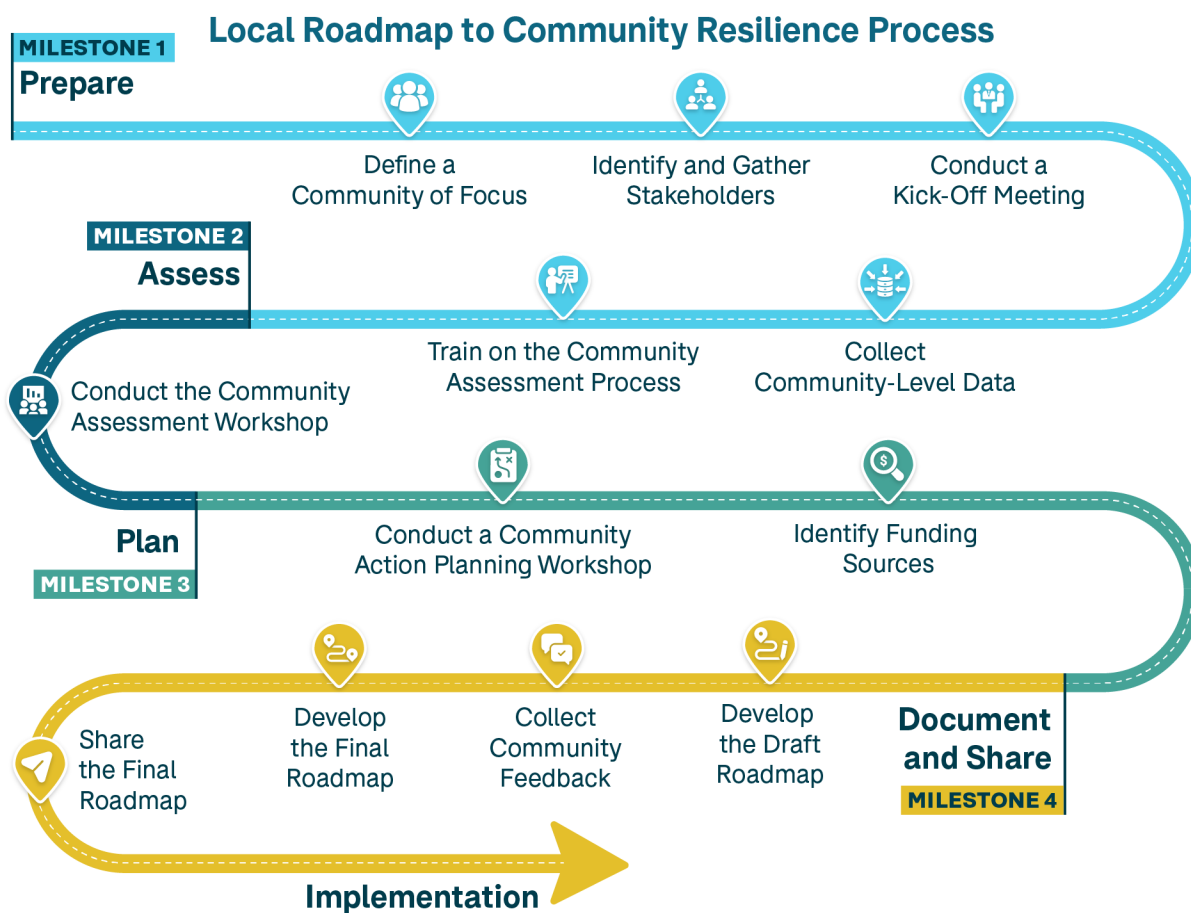
How To Use This Toolkit

The purpose of this Local Roadmap to Community Resilience Toolkit is to help Bay Area communities as they develop their own local roadmaps. While templates included in this toolkit provide a launch point for jurisdictions and communities, they are amendable and can be customized to the unique needs of each community.



Local Roadmap to Community Resilience Process and Tools

There are four recommended “milestones” to the local roadmapping process, along with associated activities; some activities can be combined if it increases community engagement. This Toolkit offers tools, tips, and templates to guide this process.





Milestone 1: Prepare

The first step in the local roadmapping process, **Milestone 1: Prepare**, sets the foundation for the roadmapping process. This Toolkit includes resources to help communities progress through activities associated with Milestone 1, which include:

- Define a community of focus
- Identify and gather stakeholders
- Conduct a Kickoff Meeting
- Collect community-level data
- Train on the Community Assessment process

DEFINE A COMMUNITY OF FOCUS

The first activity is to define a geographic community to work through the roadmapping process. You may want to consider disadvantaged communities in your areas that are underserved and include vulnerable individuals who are disproportionately impacted by disasters and climate change.

The IFRC Framework on which this process is modeled refers to a “community” as a group of people who:

- live in a defined geographical area;
- share a common culture, values, and norms according to a social structure that has evolved over time; and
- may come together because of specific or broad interests.

While the FEMA and other federal programs use US Census tracts to define these “communities,” along with the Climate & Economic Justice Screening Tool (CEJST) to explore vulnerabilities, communities should decide what parameters and accepted boundaries they want to use to define their community of focus.



When applying for grants to address the gaps/needs identified by the local roadmapping process, it will be necessary to justify a clearly defined community and supporting data that demonstrate the community’s vulnerability to disasters. Historical, socioeconomic, and trend data can be sound justification.

IDENTIFY AND GATHER STAKEHOLDERS

Once a community is identified, the next step is to identify and gather community stakeholders who will participate in the roadmapping process. In addition to individuals who live in the community of focus, you may engage key stakeholders/leaders that represent organizations frequented by those who speak languages that are prevalent in the community, who share a similar culture, or advocate on behalf of people with disabilities and access and functional needs. These community stakeholder representatives can serve as resilience-building messaging conduits to targeted vulnerable populations. Typically, they are trusted community resources that provide services to at-risk individuals and are familiar with their needs before, during, and following disasters.

▶ BEST PRACTICE TIP

How the “community” is defined will determine the best ways to reach them. Use of multiple modalities is recommended.:

- Email, Telephone
- Websites, Social Media
- Community Centers
- Faith-based Facilities
- Posters in frequently visited locations (grocers, food banks, shelters, transit facilities, schools, libraries, health clinics, etc.)

Individuals may belong to more than one community. In fact, the more communities an individual belongs to, the more resilient they are likely to be.



If a government jurisdiction leads or participates in the local roadmapping effort, several departments are likely to have a list of names, email addresses, and phone numbers of community stakeholder representatives they have collected for a variety of purposes. Often, staff members with emergency management-related job functions are relied on for projects such as this; however, other departments likely maintain similar contact lists. Ensuring a cross-section of the community of focus is critical to local roadmapping success.



A cross-section of leaders/decision-makers among public (government), private (businesses), and community-based organizations (service, cultural, faith, healthcare, etc.) can help to ensure a “whole community” approach that elevates the voices of vulnerable populations. This can facilitate consensus around hazards and action plan/project prioritization.

Tools and Resources to Gather Stakeholders

- ✎ Community Stakeholder Contact List Template (LR2CR Community Stakeholder Contact List Template.docx)

CONDUCT A KICKOFF MEETING

The next activity is to conduct a Kickoff Meeting. The purpose of the Kickoff Meeting is so community stakeholders discuss milestones and activities, project team roles and responsibilities, and next steps to develop the Local Roadmap to Community Resilience. Key outcomes of the Kickoff Meeting are to:

- Understand the meetings and activities to complete the Local Roadmap to Community Resilience project.
- Define clear roles and responsibilities of the project team to include local government and community representatives.
- Understand the contents of the Local Roadmap to Community Resilience.
- Identify the project’s next steps, including meeting/workshop dates and locations.
- Share any additional community data for the identified community.
- Address any questions from participating individuals.

▶ BEST PRACTICE TIPS

As a rule-of-thumb, for the community stakeholder representative approach, about 10-15 stakeholders is an ideal number of participants for the local roadmapping process. This can facilitate consensus.

With the community stakeholder representative approach, it is best to encourage only one participant from each agency or organization to attend, so no one voice dominates discussion.

Tools and Resources for Conducting a Kickoff Meeting

- ✎ Meeting Planning Checklist (LR2CR Meeting Planning Checklist.pdf)
- ✎ Kickoff Meeting Agenda Template (LR2CR Kickoff Meeting Agenda Template.pdf)
- ✎ Kickoff Meeting Sign-In Sheet Template (LR2CR Kickoff Meeting Sign In Sheet Template.docx)
- ✎ Kickoff Meeting Presentation Template (LR2CR Kickoff Meeting Presentation Template.pptx)
- ✎ Kickoff Meeting Summary Template (LR2CR Kickoff Meeting Summary Template.docx)

COLLECT COMMUNITY-LEVEL DATA

The next activity is to gather data to understand the community’s hazard and risk exposure, demographic characteristics, social vulnerability, climate change impacts, etc. to inform an initial Community Profile. In addition to collecting qualitative information from the community itself, you may consider using open-source data tools and visualizations available from federal, state, and local governments, which can be found in the



LR2CR Data Sources and Visualization Tools Overview. To develop a Community Profile, you may consider defining the following community characteristics:

Community Demographic Characteristics:




- Median Income
- Percentage of the Population Below 150% Poverty
- Percentage of the Population Unemployed
- Percentage of Housing Cost Burdened Units
- Percentage of the Population 25+ Without a High School Diploma
- Percentage of the Population 25+ Without Insurance
- Percentage of the Population Under 18
- Percentage of the Population Over 65
- Percentage of the Population with a Disability
- Percentage of the Single-Parent Households with Children Under 18
- Percentage of the Population Ages 5+ with Limited English Ability
- Racial minority breakdown

Community Risk and Exposure Characteristics:

- Top hazard risks
- Expected annual loss from major hazards
- Potential climate change impacts (e.g., sea-level rise)

The [Bay Area UASI Regional Resilience Tool](#) consolidates a number of data sets to provide a comprehensive picture of vulnerability and resilience. It uses the above demographic and risk characteristics in the 12-county Bay Area Region at both the Census tract and county levels. Additional data sources to consult are presented in the LR2CR Data Sources and Visualization Tools Overview included in this Toolkit.


Tools and Resources to Gather Data

-  [Bay Area UASI Regional Resilience Tool](#) (GIS Tool)
-  Bay Area UASI Regional Resilience Tool User Guide (LR2CR Bay Area UASI Regional Resilience Tool User Guide.pdf)
-  LR2CR Data Sources and Visualization Tools Overview (LR2CR Data Sources and Visualization Tools Overview.docx)

TRAIN ON THE COMMUNITY ASSESSMENT PROCESS

This Toolkit includes a short video training that is designed to help communities establish a shared understanding of the terminology and concepts used throughout the roadmapping process. Specifically, the training defines hazards, exposure, vulnerability, capacity, and risk, and explains how to engage the community to understand them through the Community Assessment Workshop in Milestone 2.

Tools and Resources for Training on the Community Assessment Process

-  Community Assessment Workshop Primer Recording (LR2CR Community Assessment Workshop Primer Recording.mp4)



- ✎ Key Concepts and Terms Handout (LR2CR Community Assessment Workshop Key Concepts and Terms.docx)



Milestone 2: Assess

Milestone 2: Assess centers around the conduct of Community Assessment Workshop, which begins the collaborative community self-assessment process. Activities associated with Milestone 2 include the following:

- Conduct the Community Assessment Workshop

CONDUCT THE COMMUNITY ASSESSMENT WORKSHOP

The Community Assessment Workshop includes discussion and validation of the Community Profile and data gathered during Milestone 1, followed by a self-assessment process. This process results in the identification of priority hazards to focus on, then consideration of the areas of exposure, community vulnerabilities, and capacities associated with the identified hazard(s).

Key outcomes of the Community Assessment Workshop include:

- Understand the data collection process and links to available sources of information.
- Review the community profile and data.
- Prioritize hazards and identify how they affect the community.
- Identify community hazard characteristics, including exposures, vulnerabilities, and capacities.

Among the tools provided for the Community Assessment Workshop are five worksheets, which are meant to facilitate collaborative information gathering and consensus building among participants.

▶ BEST PRACTICE TIP

While recent events can be leveraged to start resilience-building discussions, recognizing recency bias is essential for communities to make objective, informed choices when prioritizing resilience action plans/projects.

Recency bias is a phenomenon in which a recent or geographically proximate disaster will heighten awareness, emotions, and focus that can lead people to ignore historical data, likelihood of occurrence, potential impacts, and/or trends of other hazards.



To balance all participants' voices, the facilitator must be aware of and address the power dynamics and communication styles in the group. It is important to elicit and validate different perspectives, experiences, and opinions, and ensure they are heard respectfully and are considered. Ground rules should be reviewed at the outset of meetings and stress mutual respect and value of all participants. Be aware of any language barriers that may exist and strive for understanding and consensus. Recognize there may be outliers, depending on an individual's experience in past disasters.

Tools to Conduct the Community Assessment Workshop

- ✎ Meeting Planning Checklist (LR2CR Meeting Planning Checklist.pdf)
- ✎ Community Assessment Workshop Agenda Template (LR2CR Community Assessment Workshop Agenda Template.pdf)
- ✎ Community Assessment Workshop Sign In Sheet Template (LR2CR Community Assessment Workshop Sign In Sheet Template.docx)
- ✎ Community Assessment Workshop Meeting Presentation Template (LR2CR Community Assessment Workshop Presentation Template.pptx)
- ✎ 5 Community Assessment Workshop Worksheets (LR2CR Community Assessment Workshop Worksheets 1-5.docx)
- ✎ Hazards Icon Library Handout (LR2CR Community Assessment Workshop Hazards Icon Library.docx)
- ✎ Key Concepts and Terms Handout (LR2CR Community Assessment Workshop Key Concepts and Terms.docx)



- ✎ Community Assessment Workshop Summary Template (LR2CR Community Assessment Workshop Summary Template.docx)



Milestone 3: Plan

Milestone 3: Plan focuses on the conduct of the Community Action Planning Workshop, where community stakeholders participate in a visioning session and identify action plans and projects to enhance readiness and resilience in the community of focus. These action plans and projects are categorized by priority and potential funding needs, and sources of potential funds are identified. Activities associated with Milestone 3 include:







- Conduct a Community Action Planning Workshop
- Identify Funding Sources

CONDUCT A COMMUNITY ACTION PLANNING WORKSHOP

The purpose of the Community Action Planning Workshop is for the selected community to envision what they want to achieve in the future by identifying potential solutions/projects to address top risks.

Using the worksheets completed at the Community Assessment Workshop, the community can identify these projects by focusing on solutions for areas of high exposure, high vulnerability, and low capacity.

Tools to Conduct a Community Action Planning Workshop

-  Meeting Planning Checklist (LR2CR Meeting Planning Checklist.pdf)
-  Community Action Planning Workshop Agenda Template (LR2CR Community Action Planning Workshop Agenda Template.pdf)
-  Community Action Planning Workshop Sign-In Sheet Template (LR2CR Community Action Planning Workshop Sign In Sheet Template.docx)
-  Community Action Planning Workshop Meeting Presentation Template (L2RCR Community Action Planning Workshop Presentation Template.pptx)
-  Community Action Planning Workshop Worksheets (LR2CR Community Action Planning Workshop Worksheets Template.docx)
-  Community Action Planning Workshop Summary Template (LR2CR Community Assessment Workshop Summary Template.docx)

IDENTIFY FUNDING SOURCES

Once community solutions have been identified and prioritized, the next step is to identify potential sources of funding to address/mitigate these hazards to build community resilience. Potential project funding sources can originate from federal-state-local government grants, entitlement programs, community organizations, and philanthropic entities of various scales and scopes. Most funding sources are time-sensitive and are geared toward very specific goals/outcomes. For instance, some grants target housing or climate change issues, while


BEST PRACTICE TIPS

- Physical meeting site considerations include the location's physical accessibility to wheelchairs, transit, and restrooms; A/V equipment (and "display" walls or screens); interpreters (language/s of those in attendance, including American Sign Language); light refreshments, etc.
- If online meetings are held (e.g., Zoom, Teams, etc.), there are different considerations, including possible lack of internet/computer access among some participants in the community of focus.
- Additionally, the time of day for meetings should reflect the general availability of participants; the days/times selected can inadvertently exclude those who are unavailable to participate during regular weekday work hours.



others target building retrofits (e.g., earthquake, sea level rise), and some are strictly for planning purposes. Some are one-time grants; others are rolling and recurring (meaning they may not be tied to a specific date). It is important to ensure the community of focus's project aligns with the desired goals and outcomes of the funding source (typically, a grant). Demonstrating need, community investment (if a percentage of the ask is required as "match" funds), and multisector support are key (public sector, private sector, community-based organizations) for compelling grant applications.

Tool to Identify Potential Funding Sources

 Potential Funding Sources Matrix (LR2CR Potential Funding Sources Matrix.xlsx)



Grant funding for hazard mitigation and other resilience-building projects may require a percentage of value match, either from the local government, nonprofit groups, and/or the private sector—or a combination of them. Demonstrating “whole community” buy-in is essential to a compelling grant application. Including these community stakeholders from the outset will be most effective.



Milestone 4: Document and Share

This milestone completes the process and culminates in the finalized Local Roadmap to Community Resilience. **Milestone 4: Document and Share** includes these activities:

- Develop the Draft Roadmap
- Collect Community Feedback (Listening Session)
- Develop the Final Roadmap
- Share the Final Roadmap



DEVELOP THE DRAFT ROADMAP

Now that the Community Action Planning Workshop is complete and projects are identified, it is time to develop the draft Local Roadmap to Community Resilience, using the provided template and Instructional Guide. The Roadmap document will compile all the information gathered so far, including:

- Community Profile
- Analysis of selected hazard(s), including the community's risk, vulnerability, and capacity
- Selected priority projects

The Instructional Guide provides details on exactly how to update the Local Roadmap Template, including what information to include and where to find it.

Tools to Develop the Draft Roadmap

-  Local Roadmap Template (LR2CR Local Roadmap Template.docx)
-  Local Roadmap Template Instructional Guide (LR2CR Local Roadmap Template Instructional Guide.docx)

COLLECT COMMUNITY FEEDBACK

The purpose of gathering community feedback at this juncture is to verify that the Draft Local Roadmap reflects what has been learned and prioritized to date, or to amend the draft document further.

This can happen with a "Listening Session" held in-person, online, or by a simple online survey form (e.g., Microsoft, Google) that is distributed to stakeholders via email. The key is to provide participants with time to adequately review the Draft Roadmap. Some communities may want to combine a Listening Session with a survey, as some participants may not be available during a scheduled Listening Session, or may feel more comfortable responding to an online survey. Suggested survey questions (that can be tailored to each community) include:





- What changes or edits do you suggest to the current Draft Local Roadmap to Community Resilience for your community of focus? Please include page numbers, if available.
- Are there any additional items you feel need to be included in the current Draft Local Roadmap to Community Resilience for your community of focus?
- May we contact you for clarification or follow-up regarding your responses?

BEST PRACTICE TIP

It is advised that the Listening Session and/or survey are held/distributed within 2 weeks following distribution of the Draft Local Roadmap. The distribution email should clearly identify the date of the Listening Session (including a calendar invitation) and/or the date by which the survey should be completed.





Tools to Collect Community Feedback

-  Meeting Planning Checklist (LR2CR Meeting Planning Checklist.pdf)
-  Listening Session Agenda Template (LR2CR Listening Session Agenda Template.docx)
-  Listening Session Sign-In Sheet Template (LR2CR Listening Session Sign In Sheet Template.docx)
-  Listening Session Summary Template (LR2CR Listening Session Summary Template.docx)

DEVELOP THE FINAL ROADMAP

After collecting community feedback on the Draft Roadmap from the Listening Session and/or survey, you can update the Draft Roadmap and finalize to reflect the feedback.

Tools to Develop the Final Roadmap

-  LR2CR Local Roadmap Template (LR2CR Local Roadmap Template.docx)
-  LR2CR Local Roadmap Template Instructional Guide (LR2CR Local Roadmap Template Instructional Guide.docx)

SHARE THE FINAL ROADMAP

Now that the Local Roadmap to Community Resilience has been finalized, it is ready for distribution to participating organizations and stakeholders.



Bay Area UASI Points of Contact

For additional information about the Bay Area UASI Equitable Community Resilience Project, please contact:



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Appendix A: Catalog of Tools and Resources

Milestone	Activity	Tool/Resource	Filename or Link
Milestone 1: Prepare	Identify and Gather Stakeholders	Community Stakeholder Contact List Template	LR2CR Community Stakeholder Contact List Template.docx
	Conduct a Kickoff Meeting	Meeting Planning Checklist	LR2CR Meeting Planning Checklist.pdf
		Kickoff Meeting Agenda Template	LR2CR Kickoff Meeting Agenda Template.pdf
		Kickoff Meeting Sign-In Sheet Template	LR2CR Kickoff Meeting Sign In Sheet Template.docx
		Kickoff Meeting Presentation Template	L2RCR Kickoff Meeting Presentation Template.pptx
		Kickoff Meeting Summary Template	LR2CR Kickoff Meeting Summary Template.docx
	Collect Community-Level Data	Bay Area UASI Regional Resilience Tool (GIS Tool)	Bay Area UASI Regional Resilience Tool
		Bay Area UASI Regional Resilience Tool User Guide	LR2CR Bay Area UASI Regional Resilience Tool User Guide.pdf
		Data Tools and Visualizations Overview	LR2CR Data Tools and Visualizations Overview.docx
	Train on the Community Assessment Process	Community Assessment Workshop Primer Recording	LR2CR Community Assessment Workshop Primer Recording.mp4
		Key Concepts and Terms Handout	LR2CR Community Assessment Workshop Key Concepts and Terms.docx
Milestone 2: Assess	Conduct the Community Assessment Workshop	Meeting Planning Checklist	LR2CR Meeting Planning Checklist.pdf
		Community Assessment Workshop Agenda Template	LR2CR Community Assessment Workshop Agenda Template.pdf
		Community Assessment Workshop Sign In Sheet Template	LR2CR Community Assessment Workshop Sign In Sheet Template.docx
		Community Assessment Workshop Meeting Presentation Template	L2RCR Community Assessment Workshop Presentation Template.pptx
		5 Community Assessment Workshop Worksheets	LR2CR Community Assessment Workshop Worksheets 1-5.docx
		Hazards Icon Library Handout	LR2CR Community Assessment Workshop Hazards Icon Library.docx



		Key Concepts and Terms Handout	LR2CR Community Assessment Workshop Key Concepts and Terms.docx
		Community Assessment Workshop Summary Template	LR2CR Community Assessment Workshop Summary Template.docx)
Milestone 3: Plan	Conduct a Community Action Planning Workshop	Meeting Planning Checklist	LR2CR Meeting Planning Checklist.pdf
		Community Action Planning Workshop Agenda Template	LR2CR Community Action Planning Workshop Agenda Template.pdf
		Community Action Planning Workshop Sign-In Sheet Template	LR2CR Community Action Planning Workshop Sign In Sheet Template.docx
		Community Action Planning Workshop Meeting Presentation Template	L2RCR Community Action Planning Workshop Presentation Template.pptx
		Community Action Planning Workshop Worksheets	LR2CR Community Action Planning Workshop Worksheets Template.docx
		Community Action Planning Workshop Summary Template	LR2CR Community Assessment Workshop Summary Template.docx
	Identify Funding Sources	Potential Funding Sources Matrix	LR2CR Potential Funding Sources Matrix.xlsx
Milestone 4: Document and Share	Develop the Draft Roadmap	Local Roadmap Template	LR2CR Local Roadmap Template.docx)
		Local Roadmap Template Instructional Guide	LR2CR Local Roadmap Template Instructional Guide.docx)
	Collect Community Feedback (Listening Session)	Meeting Planning Checklist	LR2CR Meeting Planning Checklist.pdf
		Listening Session Agenda Template	LR2CR Listening Session Agenda Template.docx
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	Develop the Final Roadmap	Listening Session Summary Template	LR2CR Listening Session Summary Template.docx
		Local Roadmap Template	LR2CR Local Roadmap Template.docx)
		Local Roadmap Template Instructional Guide	LR2CR Local Roadmap Template Instructional Guide.docx)