

# Planning for a More Resilient Future

## A Guide to Regional Approaches

Webinar: December 3, 2015 (2:00 – 3:00 pm ET)

**NADO**  
NATIONAL ASSOCIATION OF DEVELOPMENT ORGANIZATIONS  
RESEARCH FOUNDATION

with support from the U.S. Economic  
Development Administration



# NADO Research Foundation

Founded in 1988, the **NADO Research Foundation** is the non-profit research affiliate of the National Association of Development Organizations (NADO).

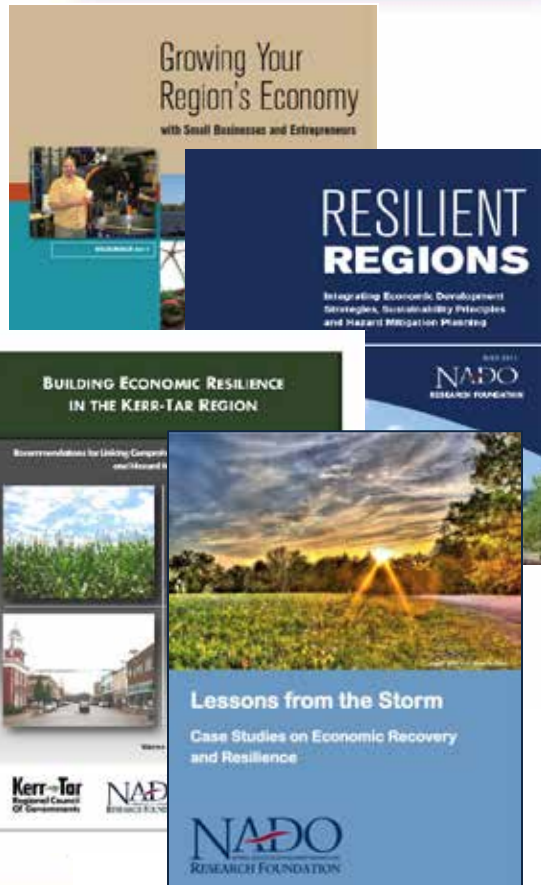


Shares best practices from small metropolitan areas and rural America through **training, peer exchange, research, and other capacity-building activities.**



## Focus Areas:

- Economic Development
- Organizational Support
- Rural Transportation
- Sustainable Communities
- Regional Resilience





# Regional Resilience

With support from EDA, the NADO Research Foundation provides capacity-building services to RDOs and local governments around **building regional resilience to natural disasters and other economic shocks**.

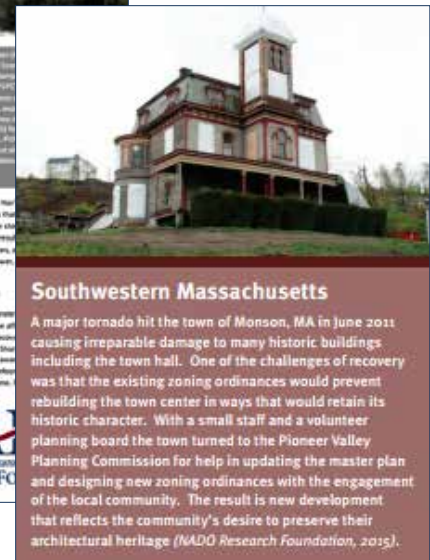
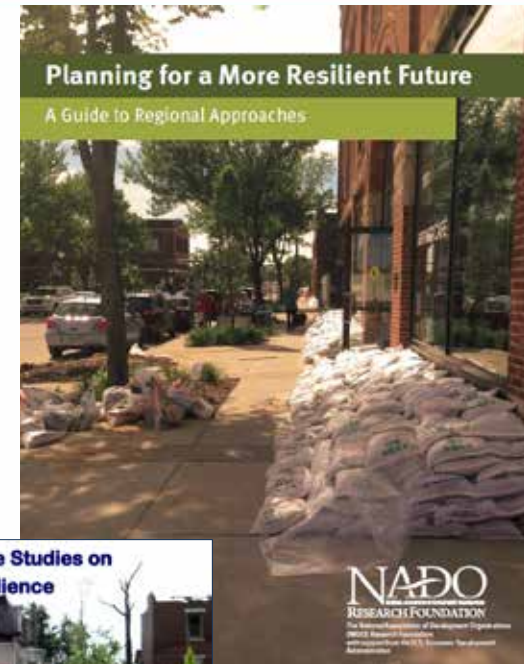
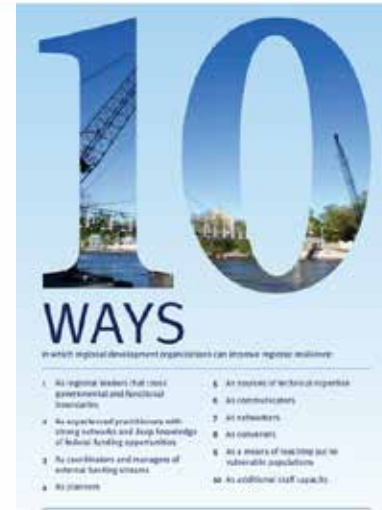
These services include training workshops, peer exchanges, technical assistance, webinars, and research on best practices.

We make our resources and lessons learned available to the public—visit [www.nado.org](http://www.nado.org) or contact [sjames@nado.org](mailto:sjames@nado.org).



# Today's Webinar

- **Brian Dabson**, Associate Dean of Policy and Outreach, Research Professor, *Institute of Public Policy, Harry S Truman School of Public Affairs, University of Missouri (Columbia, MO)*
- **Catherine Ratté**, Principal Planner, Section Manager, *Pioneer Valley Planning Commission (Springfield, MA)*



# Webinar Logistics



Please type any questions you have for the speakers in the **question box** on the side panel throughout the presentation.

The webinar is being recorded and will be posted along with the PowerPoint slides on the NADO website at [www.nado.org](http://www.nado.org).

We have applied for 1 AICP Certification Maintenance (CM) credit for this webinar.

Please contact Sara James at [sjames@nado.org](mailto:sjames@nado.org) if you have any questions after the presentation.

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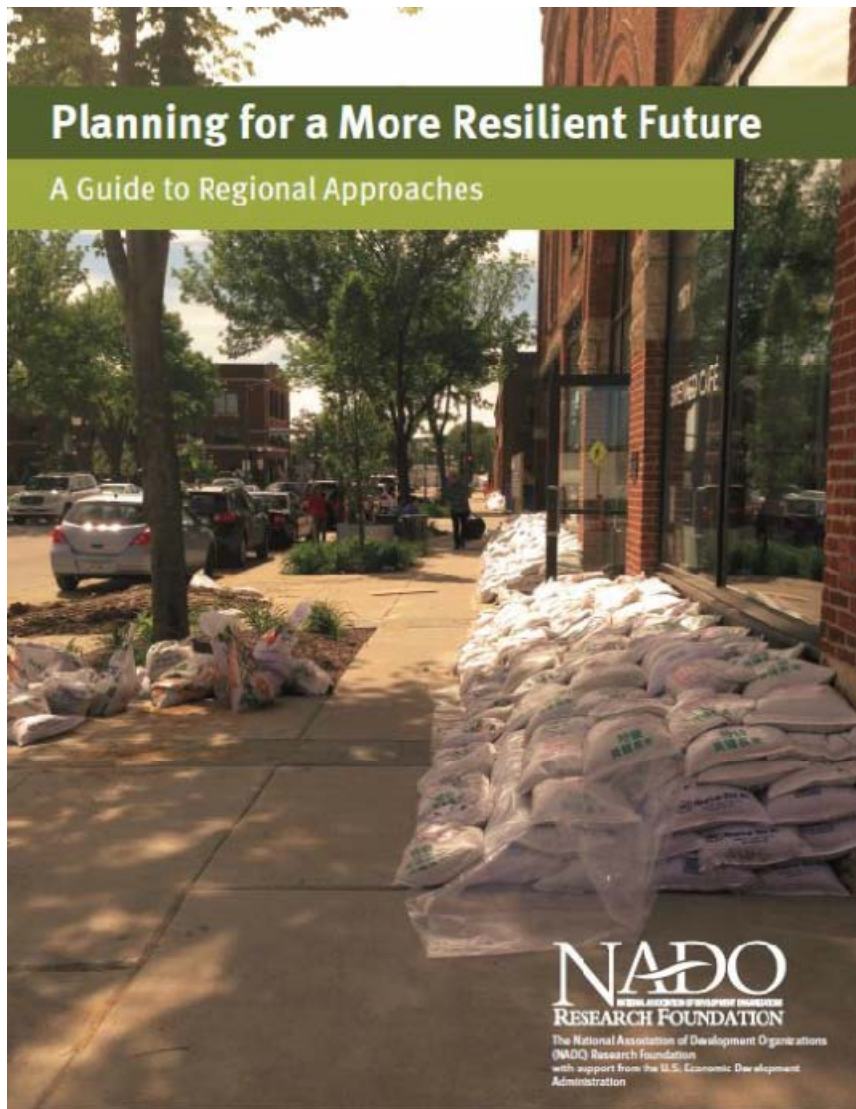
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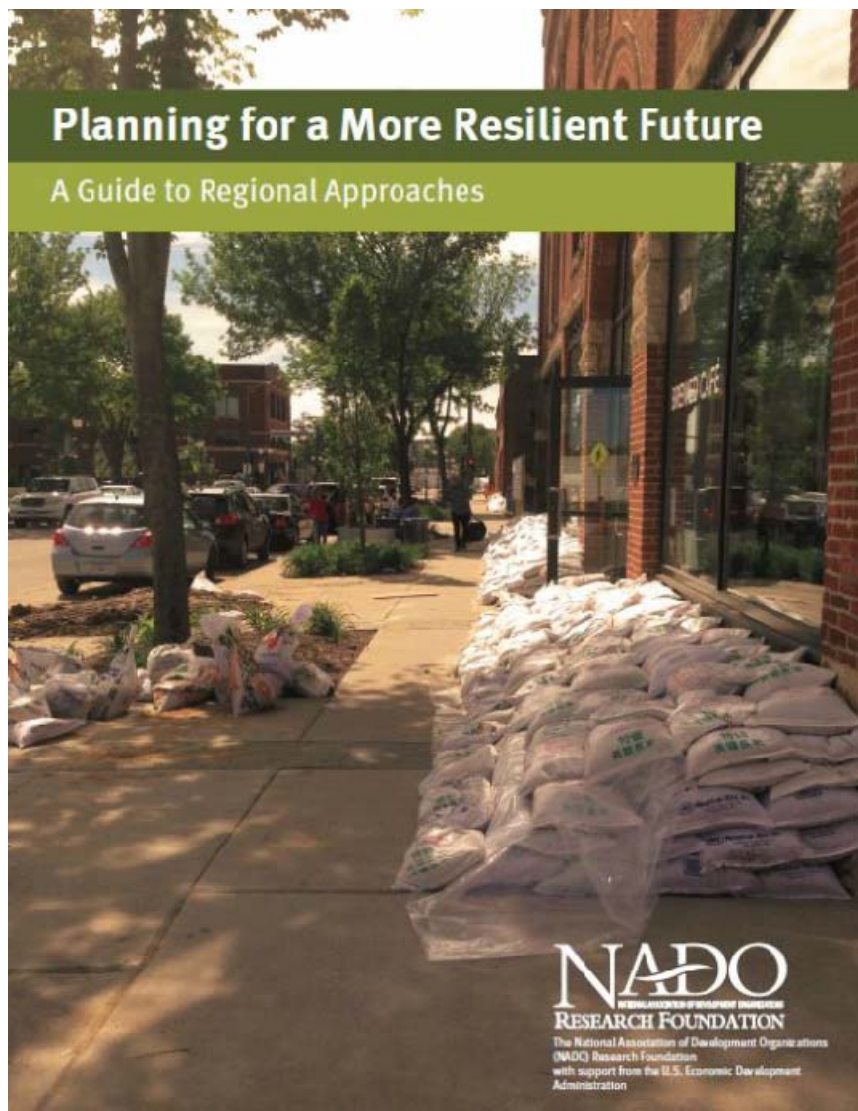




 **Institute of Public Policy**  
*Harry S. Truman School of Public Affairs*  
University of Missouri

Brian Dabson

NADO Research Foundation Webinar  
December 3, 2015



- Understanding Resilience
- Dimensions of Resilience
  - Regional
  - Economic
- Measuring Resilience
- Planning for Resilience
- Role of Regional Development Organizations





The NADO Research Foundation has released *Planning for a More Resilient Future: A Guide to Regional Approaches*, a report that summarizes the rapidly-growing body of research on resilience, describing the main ideas that are driving policy and practice across the country and examining current thinking on regional and economic resilience. It is intended for regional development organizations (RDOs) as well as local governments, community foundations, voluntary organizations, and others who step forward as planners, conveners, organizers, fundraisers, mediators, coordinators, and advocates on behalf of communities impacted by, or at risk of being impacted by, disasters, natural and human-induced.

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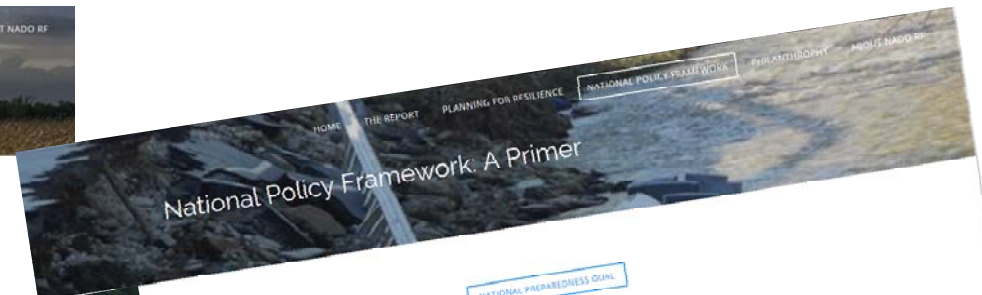
*Most regional development organizations are already engaged in a number of planning processes for their communities. Incorporating resilience into these efforts should be the goal. New practices are becoming available and merit consideration.*

Resilience depends upon community citizens' willingness and capacity to anticipate the impacts of disasters. They need to understand their own vulnerabilities and assets and how to marshal their resources. They must be able to identify and commit to courses of action and to monitor and evaluate the effectiveness of what they have done. While resilience planning appears to have many moving parts, most communities have some familiarity with the process as it is now commonplace as a condition of federal and state funding. Indeed, some communities express exhaustion with planning, especially as the process oftentimes seems not to lead to concrete action or hoped for improvements. For other communities, planning - particularly planning associated with land use and zoning - is regarded with suspicion and as governmental intrusion into individual property rights.

At the same time, it is widely acknowledged that planning in the private sector is a critical component of strategic and day-to-day operations to ensure goals are met. Similarly, resilience planners know devising goal- and action-driven plans are essential, and thus their techniques for inclusion of as many players as possible and building on plans already crafted can address planning exhaustion and suspicion.

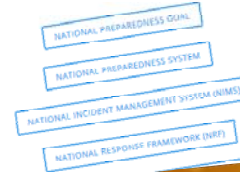
Several efforts are underway to develop processes and tools that can help communities plan effectively for improved resilience. Click the links below to explore some of these important examples:

- Community Resilience Planning Guide for Buildings and Infrastructure Systems
- Community Resilience System Initiative
- Comprehensive Economic Development Strategy
- Mitigation Planning
- Resilient America
- American Planning Association
- National Disaster Resilience Competition



Federal policy framework has been created to improve preparedness and resilience at all levels in regards to disasters of all types.

Regional development organizations should be familiar with this framework. It determines the priorities, funding, and activities of Homeland Security and FEMA as well as other departments and agencies such as HUD, EPA, and others.



*There is increasing interest by philanthropic foundations in providing resources to communities and families impacted by disasters and in helping them to become more resilient. These may become important partners for regional development organizations.*

According to a recent report *Measuring the State of Disaster Philanthropy*, 234 philanthropic foundations donated over \$111 million in 184 grants during 2012 in response to disasters. An analysis of this giving shows the following:

- 67 percent (\$68.7 million) of giving and 61 percent of grants went to North American disasters.
- 68 percent was related to natural disasters, of which 56 percent was in response to storms, 19 percent for flooding, and 10 percent for earthquakes and tsunamis.
- 46 percent was directed to response and relief efforts, and just under 10 percent (\$11 million) for resilience, disaster risk reduction, and mitigation.
- 47 percent went to human services (\$69.1 million) activities.
- 84 percent was directed at program support activities - only 4 percent (\$4.7 million) went to organizational support and capacity building.

Five funders contributed in total over 40 percent of these disaster funds - Bill & Melinda Gates Foundation (WA), Margaret A. Cargill Foundation (MN), Rockefeller Foundation (NY), Lilly Endowment (IN), and the UPS Foundation (GA) - and the main recipients were large humanitarian organizations such as the American Red Cross, Mercy Corps, and Oxfam America.

Of particular interest for community and regional resilience are the following:

- The Margaret A. Cargill Foundation's grant-giving portfolio includes a program for relief and resilience. Its goal is to improve the resilience, security, and sustainability of the communities where the foundation works, with an interest in helping

<http://www.planningforresilience.com>

Dabson IPP 120815



**East Central Iowa**



**Southwestern Massachusetts**



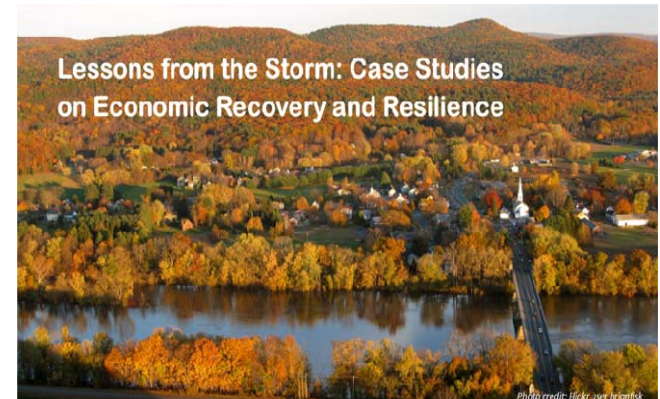
**East Central Vermont**

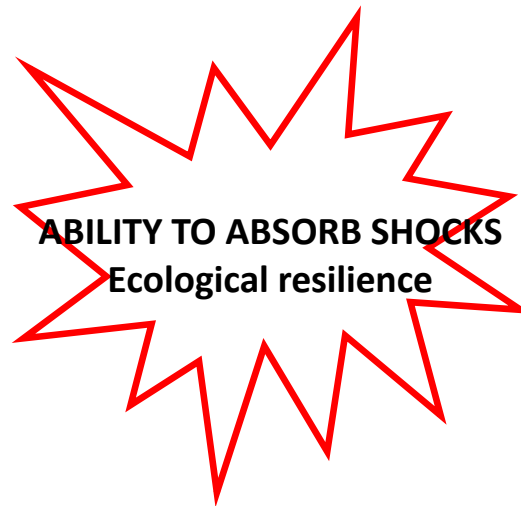


**Southwest Arkansas**



**South Florida**

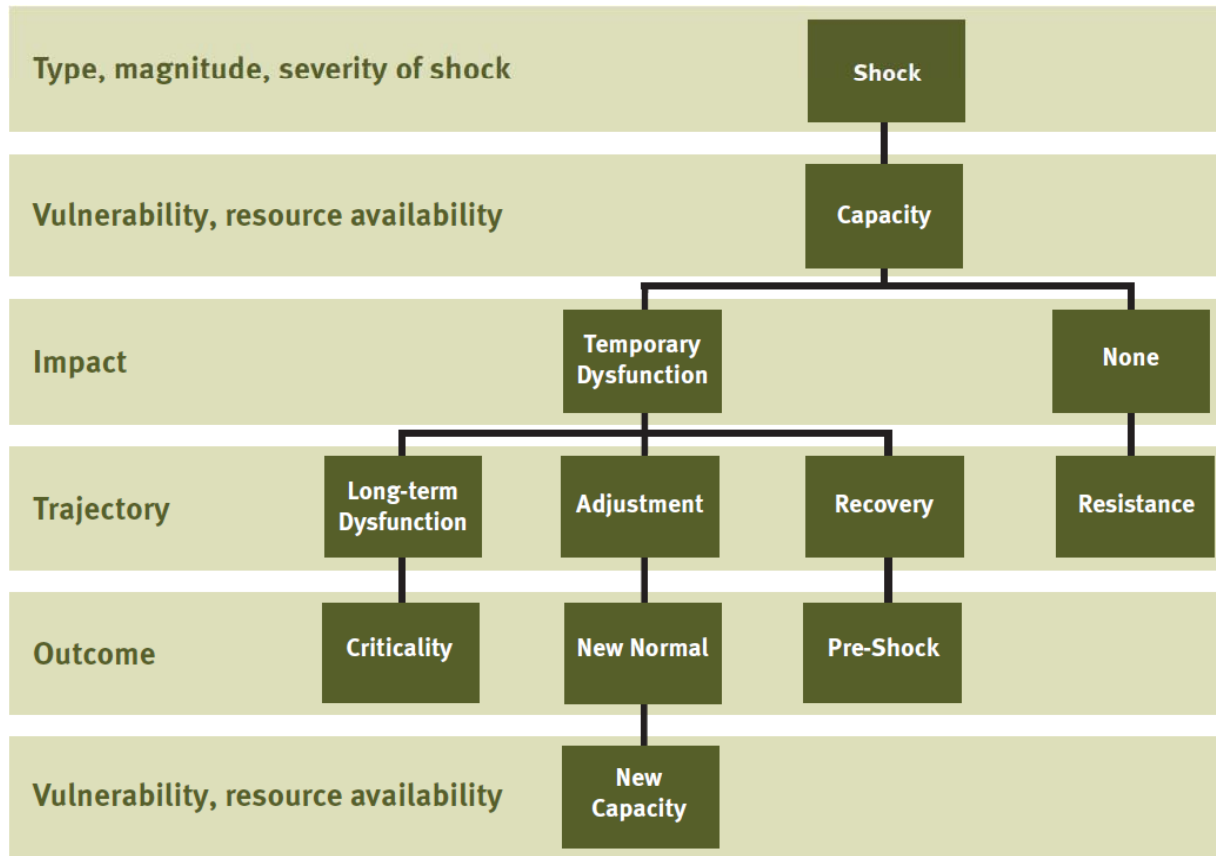




***“Community resilience is the capability to anticipate risk, limit impact, and recover rapidly through survival, adaptability, evolution, and growth in the face of turbulent change.”***

White et al (2015]





### The Resilience Framework

Source. Derived from Norris et al. (2008)

- **Shock**

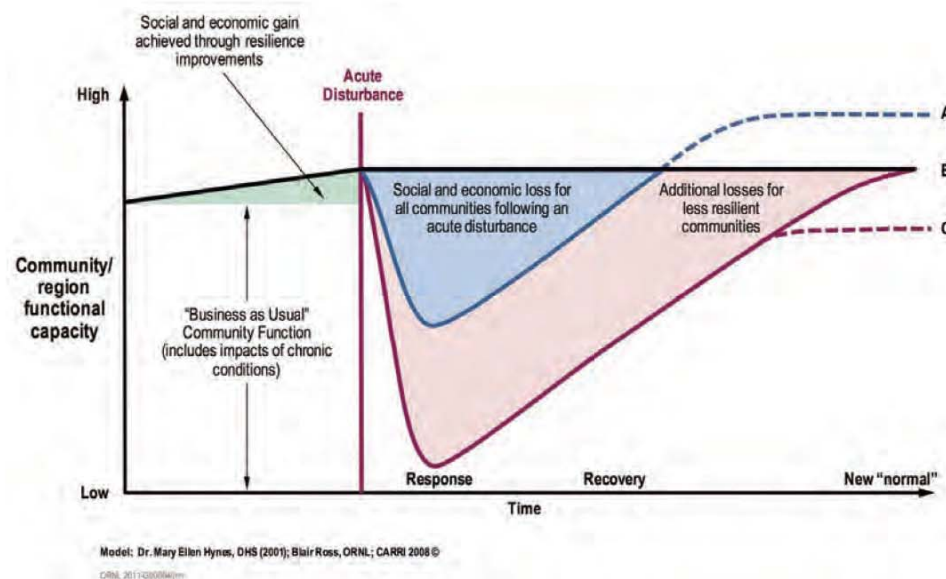
- Types: natural, human, medical, economic
- Severity: emergencies, disasters, catastrophes

- **Capacity**

- Vulnerability: physical, economic, social
- Resources: adaptability and robustness

- **Impact**

- Degree and speed of recovery



**Figure 2: Resilience Loss Recovery Curve**

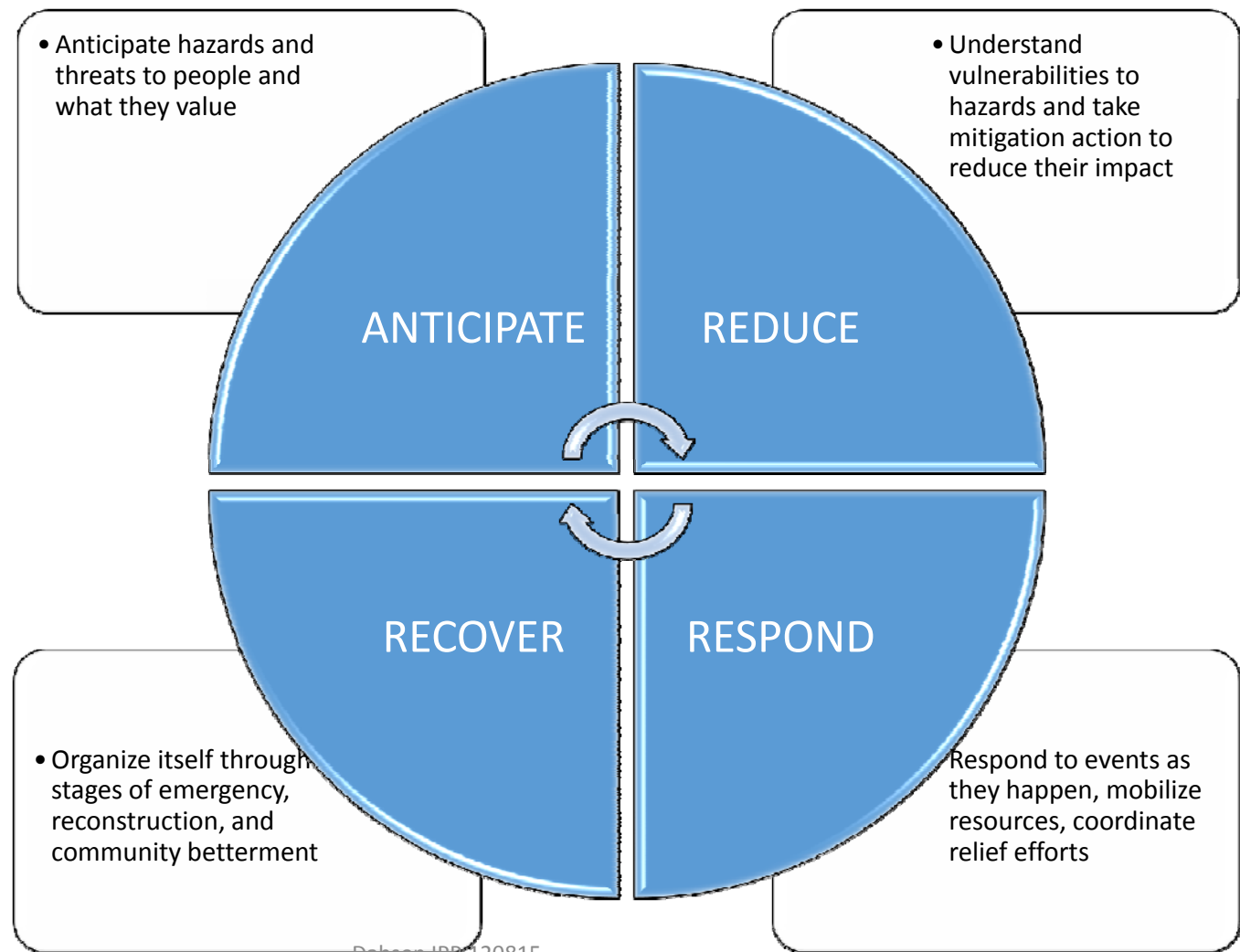
Source: White et al. (2015), p. 203

Adapted from model developed by M.E Hynes, B. Ross, and CARRI (2008), presented at the DHS University Summit, Washington, DC

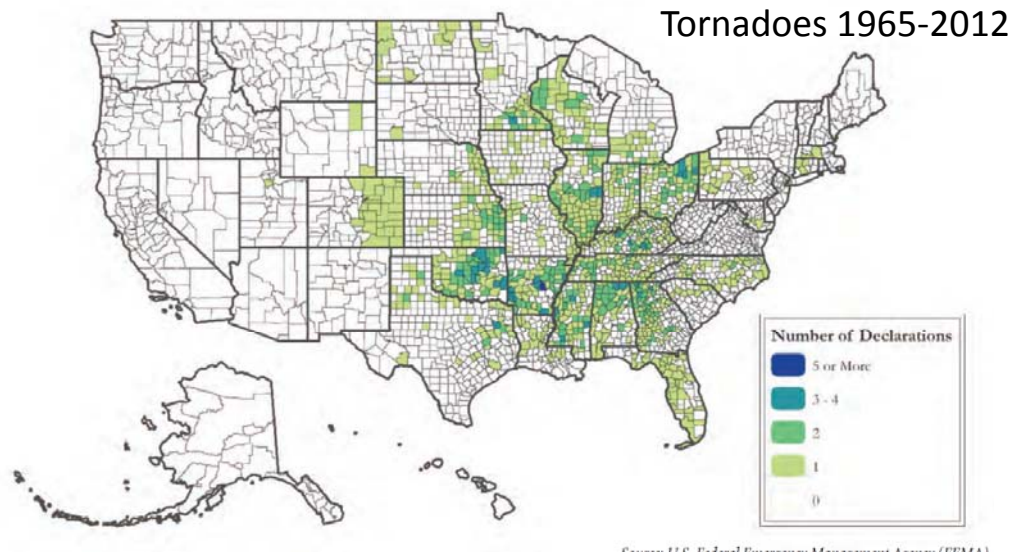
- A. Some communities with high levels of resilience will recover faster and reduce their vulnerability to future shocks
- B. Some will return to pre-shock conditions
- C. A few less resilient communities will emerge more vulnerable to future shocks

A resilient community is one that can...

CARRI

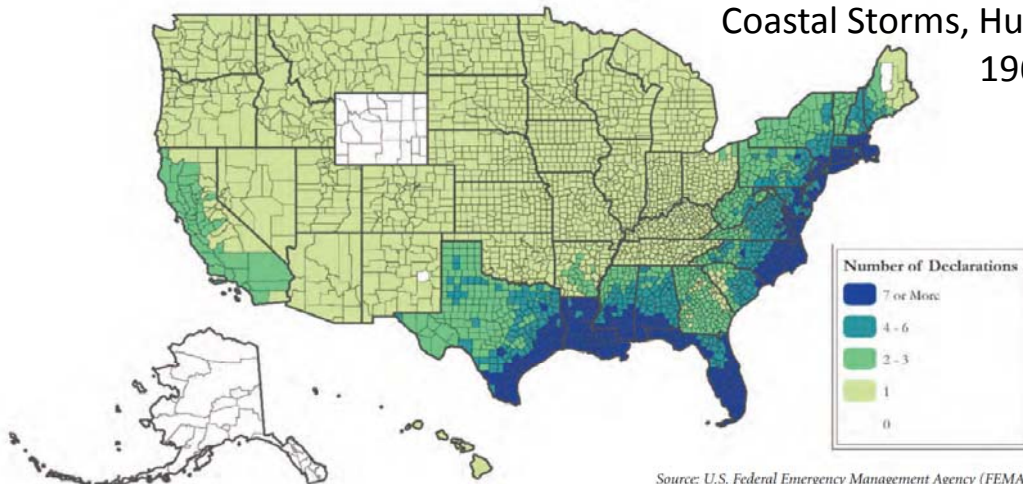






Source: U.S. Federal Emergency Management Agency (FEMA)

Coastal Storms, Hurricanes  
1965-2012



Source: U.S. Federal Emergency Management Agency (FEMA)  
Disaster Declarations Summary, 1965-2012

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# Regional Resilience

- *Disasters do not respect jurisdictional boundaries – resilience required at both local and regional levels*
- *Critical need for well-established relationships to manage regional flows of information, supplies, resources, and people*

# Economic Resilience

## Business Resilience



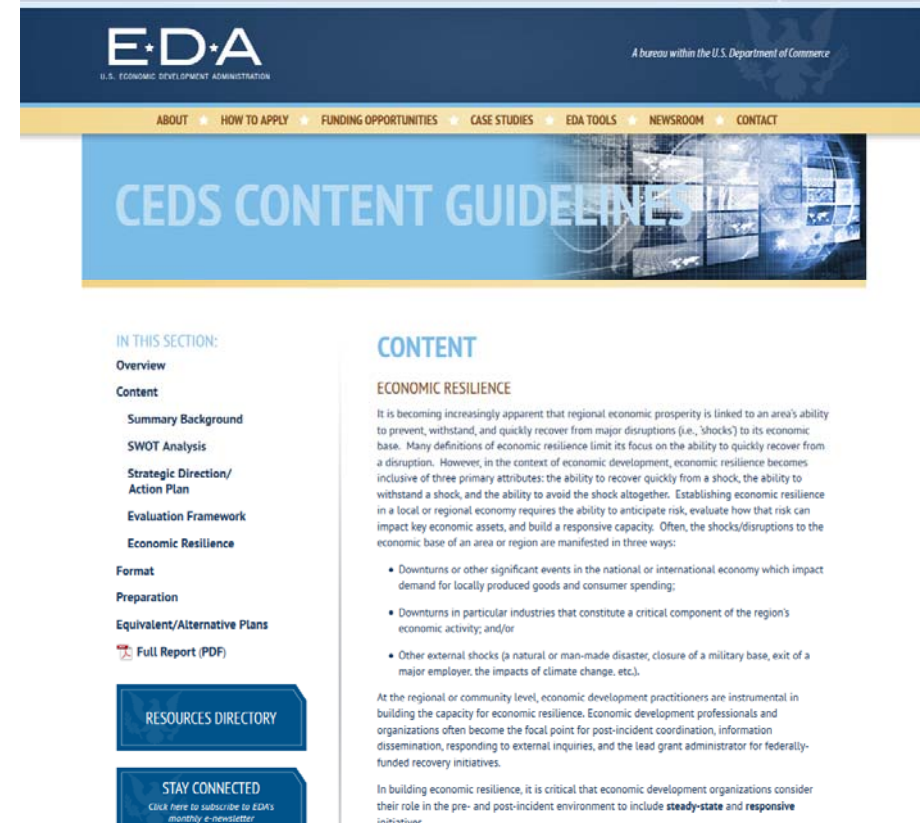
Credit: SIM-CI.com/the-business-case-for-resilience

- *Focus on business operations and behavior immediately after disaster is critical for long-term community recovery*
- *Particular focus on survival of small businesses*
  - Supply chains and logistics:
    - supplies
    - distribution of products and services
    - access to customers
    - availability of workforce
  - Inherent tension:
    - short-term cost controls and profitability, versus
    - need to invest in advance planning, risk management, contingency measures

# Economic Resilience

## Economic Development

- *Resilient local and regional economies are those that adapt to changing conditions:*
  - *markets and competition*
  - *technologies*
  - *disasters*
- One measure of resilience is diversity
- CEDS guidelines:
  - *Responsive initiatives*: pre-disaster recovery planning, open communication channels across governments and sectors, capacity-building
  - *Steady-state initiatives*: comprehensive planning, economic diversification



The screenshot shows the EDA (U.S. Economic Development Administration) website header with the logo and tagline "A bureau within the U.S. Department of Commerce". Below the header is a navigation bar with links: ABOUT, HOW TO APPLY, FUNDING OPPORTUNITIES, CASE STUDIES, EDA TOOLS, NEWSROOM, and CONTACT. The main content area is titled "CEDS CONTENT GUIDELINES" in large blue letters. Below this, there is a sidebar on the left with a table of contents for the "IN THIS SECTION:" including Overview, Content, Summary Background, SWOT Analysis, Strategic Direction/Action Plan, Evaluation Framework, Economic Resilience, Format, Preparation, and Equivalent/Alternative Plans. A link for "Full Report (PDF)" is also present. Below the sidebar are two buttons: "RESOURCES DIRECTORY" and "STAY CONNECTED" with a link to subscribe to EDA's monthly e-newsletter. The main content area on the right is titled "CONTENT" and "ECONOMIC RESILIENCE". It contains a paragraph explaining that regional economic prosperity is linked to an area's ability to prevent, withstand, and quickly recover from major disruptions. It lists three primary attributes of economic resilience: the ability to recover quickly from a shock, the ability to withstand a shock, and the ability to avoid the shock altogether. It also lists three ways shocks/disruptions manifest: downturns or other significant events in the national or international economy, downturns in particular industries, and other external shocks like natural or man-made disasters. The text concludes by stating that economic development practitioners are instrumental in building the capacity for economic resilience and that organizations often become the focal point for post-incident coordination and information dissemination.



# Measuring Resilience

- Metrics needed to identify priority needs for improvement, measure progress, and compare benefits of increasing resilience with associated costs.
- No generally agreed-upon metrics.
- Need a measurement system that:
  - is comprehensive across physical, economic, and social dimensions
  - incorporates rigorous procedures for data collection, analysis, weighting and combination, and
  - is open and transparent

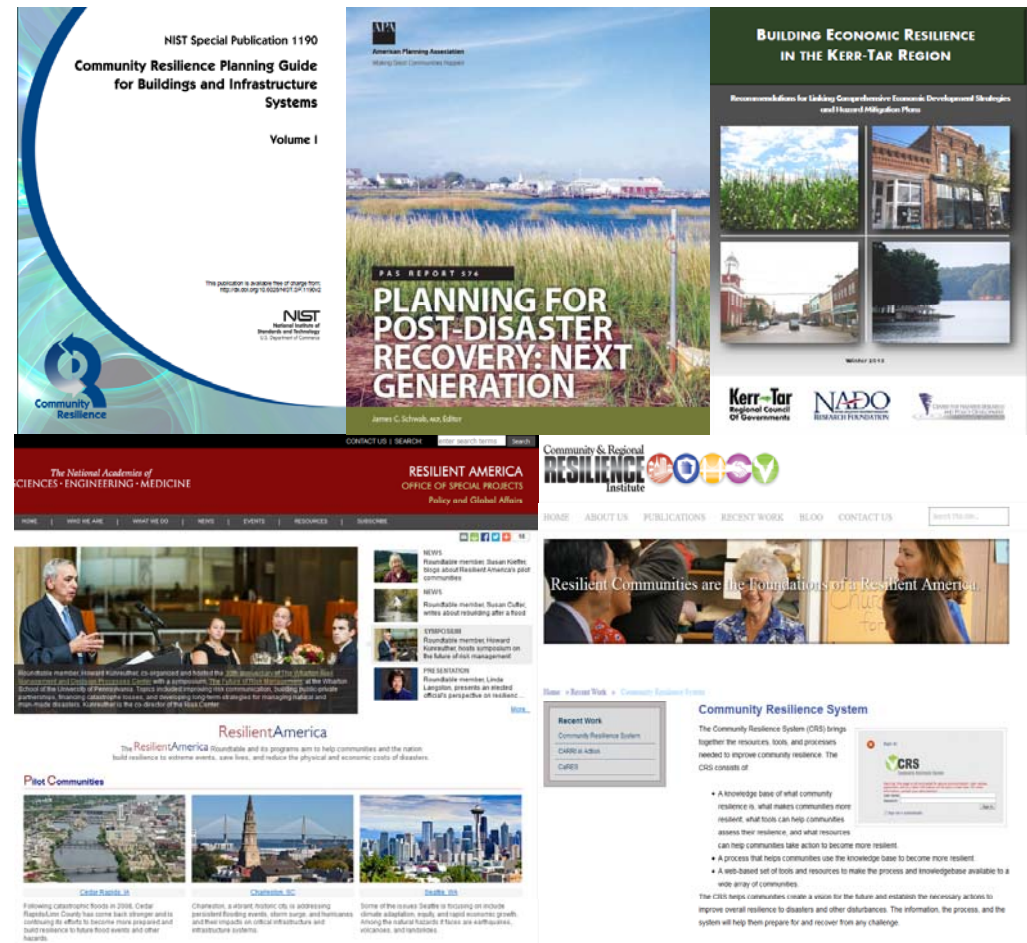


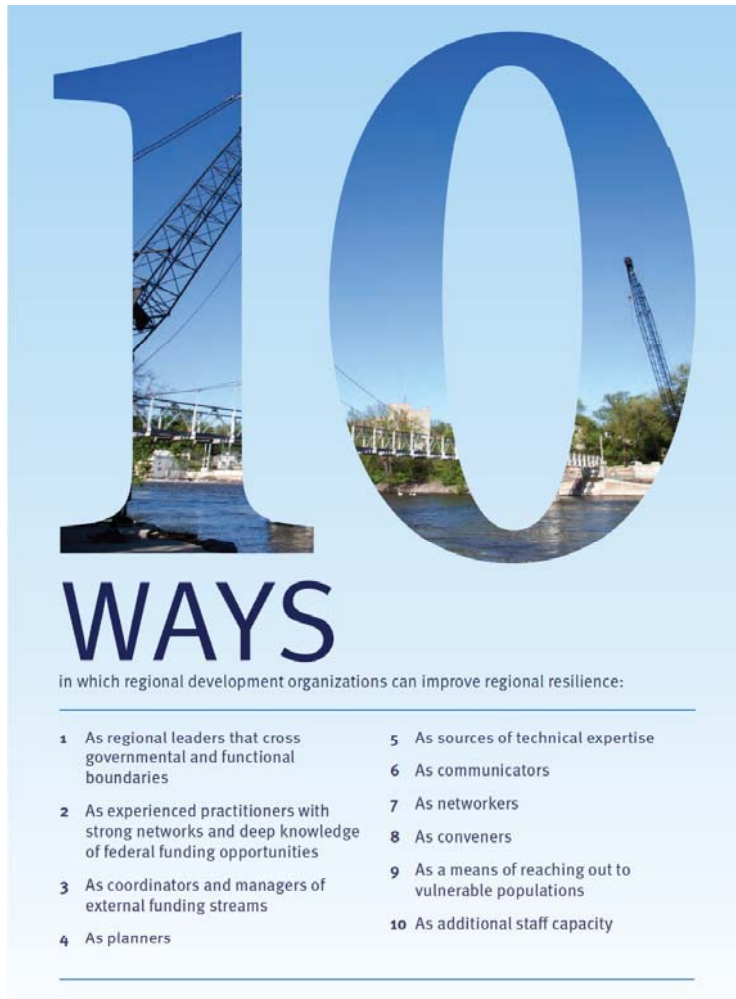
NATIONAL ACADEMY OF SCIENCES

What	How	Tools	Website
<b>Resilience Capacity Index</b> (Foster, 2011) - Developed by the University of Buffalo Regional Institute	Enables a comparison across all metropolitan regions	Based on a composite measure of regional economic, socio-demographic, and community connectivity factors that influence a region's ability to bounce back after a shock	<a href="http://brr.berkeley.edu/rci/data/ranking">http://brr.berkeley.edu/rci/data/ranking</a>
<b>Community Assessment of Resilience Tool (CART)</b> (Pfefferbaum et al., 2011) - National Consortium for the Study of Terrorism and Responses to Terrorism	Helps communities assess and build resilience	Includes: survey instrument, focus group guidelines, method for creating a community profile	<a href="http://www.start.umd.edu/research-projects/community-assessment-resilience-tool-cart">www.start.umd.edu/research-projects/community-assessment-resilience-tool-cart</a>
<b>Community Disaster Resilience Index</b> (Peacock, 2010)	Develops a composite index of resilience for Gulf of Mexico coastal counties	Combines the four phases of the disaster management cycle (preparedness, response, recovery, and mitigation) with community capital assets (social, economic, physical, human, and natural) to compute scores and a composite index of resilience	<a href="http://hrrc.arch.tamu.edu/publications">http://hrrc.arch.tamu.edu/publications</a>
<b>Baseline Resilience Indicator for Communities (BRIC)</b> (Cutter et al., 2010)	Seeks to measure community resilience across five dimensions. One application has been the spatial distribution of resilience over 736 counties within FEMA Region IV.	Studies social, economic, institutional, infrastructural, and community factors, combining them into a single composite score	<a href="http://artsandsciences.sc.edu/geog/hvri">http://artsandsciences.sc.edu/geog/hvri</a>
<b>SPUR Performance Goals</b> (SPUR, 2008) Developed by the San Francisco Planning and Urban Research Association	Measures the prospects for recovery from earthquakes in the Bay Area	Uses specific time-to-recovery objectives for critical response facilities, utilities, transportation, housing, businesses, and neighborhood services	<a href="http://www.spur.org">www.spur.org</a>
<b>Coastal Resilience Index</b> (Emmer et al., 2008)	Determines the likely impact of storms	Community self-assessment tool that examines transportation systems and critical infrastructure and facilities, as well as measures of community participation, ongoing mitigation efforts, business continuity, and social networks. The measures are converted into a rating system for both individual components and the community as a whole.	<a href="http://masgc.org/coastal-storms-program/resilience-index">http://masgc.org/coastal-storms-program/resilience-index</a>
<b>Social Vulnerability Index</b> (Cutter et al., 2003)	Enables the comparison of capacity of preparedness, response, and recovery across county and sub-county levels	Uses statistically-derived measures combined into a single index - socio-economic status, race and ethnicity, gender, age, and housing tenure are important indicators of inherent vulnerability prior to a shock.	<a href="http://artsandsciences.sc.edu/geog/hvri">http://artsandsciences.sc.edu/geog/hvri</a>
<b>Community Rating System</b> (FEMA, 1990)	Recognizes and encourages community flood plain management activities over and above the requirements of the National Flood Insurance program (NFI).	The system is used to determine flood insurance premiums for residents, and points are awarded for a range of activities related to public information, mapping and regulations, flood damage reduction, and warning and response. The more points accrued, the greater the discounts for residents.	<a href="http://www.fema.gov/national-flood-insurance-program-community-rating-system">www.fema.gov/national-flood-insurance-program-community-rating-system</a>

# Planning for Resilience

- Resilience is not an end in itself. It is an ongoing aspect of community life.
- It requires communities to be:
  - willing to plan for and adapt to economic, social, and environmental changes as they develop.
  - flexible and to weigh competing short and long-term priorities.
- No necessity for a separate “resilience plan” as resilience can/should be integrated into other planning – zoning and land use, transportation, housing, economic development





- 1. As regional leaders that cross governmental and functional boundaries**
- RDOs work in urban, suburban, rural settings
  - Wide-ranging functions – economic development, transportation planning, housing, infrastructure, emergency preparedness
  - Positioned to provide regional leadership before, during, and after disasters



## **2. As experienced practitioners with strong networks and deep knowledge of federal funding opportunities**

- Funding relationships with multiple federal agencies
- Strong networks with officials in DC and regions
- Knowledge to help local governments, businesses, communities navigate funding opportunities

## **3. As coordinators and managers of external funding streams**

- Guiding homeowners and local businesses for government assistance
- Prioritizing funding allocation across region
- Tracking and reporting use of external funds
- Managing revolving loan funds

#### **4. As planners**

- Preparing and updating CEDS, which now includes economic resilience
- Opportunity to integrate other planning processes: hazard mitigation, land use, transportation...

#### **5. As sources of expertise**

- Centers of demographic, economic, and hazard vulnerability data, with GIS expertise, statistical analysis
- Conducting initial disaster impact assessments, economic and environmental impact assessments, asset maps, measures of vulnerability and resilience

## **6. As communicators**

- Building on relationships across region and communities and networks with federal and state agencies to create communications hubs
- Growing proficiency with social media

## **7. As networkers**

- Connecting with business community, with philanthropy, nonprofits, volunteers, developing high levels of trust (social capital), as well as with peers (NADO, IEDC) that will be critical in times of emergency

## **8. As conveners**

- Helping to facilitate often contentious debate over resource allocations before, during, and after disasters; provide safe space for difficult conversations
- Forging a vision for a more resilient communities, bringing all stakeholders to the table

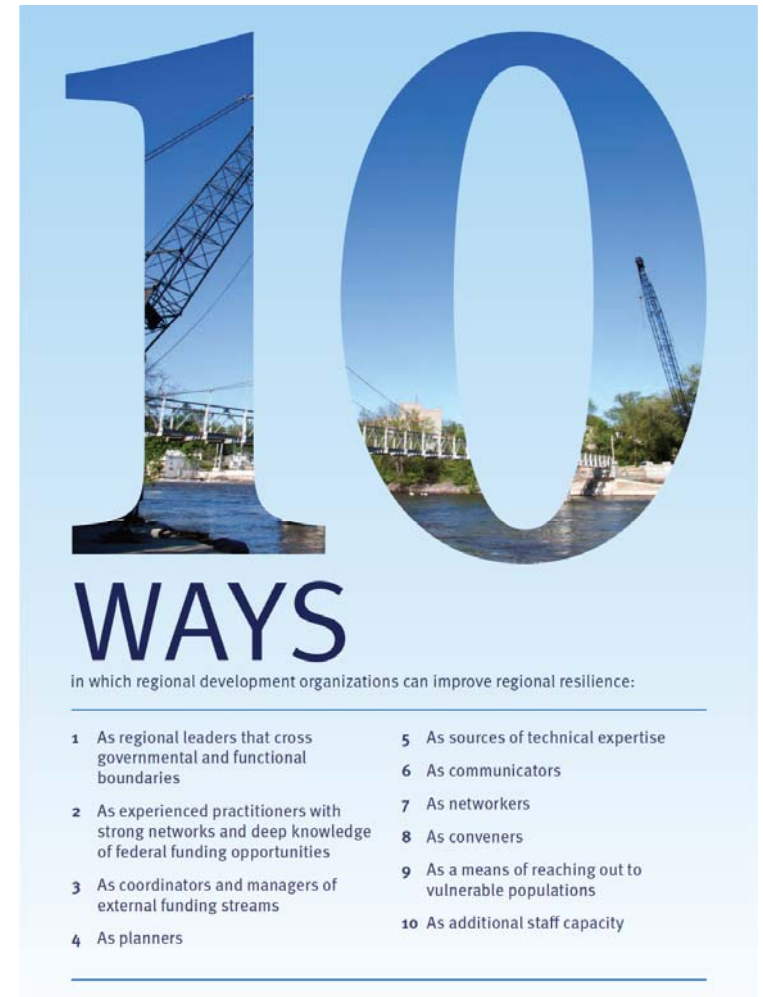
## **9. As a means of reaching out to vulnerable populations**

- Engaging with minority populations, low-income residents, the elderly, people in institutions



## 10. As additional staff capacity

- Providing technical and organizational staff support to fill gaps at local level, especially in rural areas
- Managing volunteers and supplementing emergency management capacity in times of disaster.





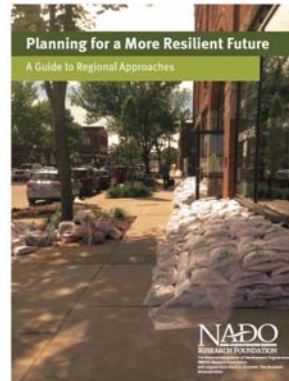
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**Key Takeaways:**

**On resilience and regional development organizations:** The financial, social, and environmental costs of disasters continue to rise. Regional development organizations are in a unique position to guide and support communities and regions towards greater resilience.

**On understanding resilience:** It is vital that regional development



[www.planningforresilience.com](http://www.planningforresilience.com)

[www.nado.org](http://www.nado.org)

<http://ipp.missouri.edu>

# Regional Dev Organizations Role in Resilience

Pioneer Valley Planning Commission



# NADO 10 ways to improve resilience

1. Regional Leaders
2. Experienced Practitioners w/ Networks & Knowledge of Funding
3. Coordinators/Managers of external funding
4. Planners
5. TA
6. Communicators
7. Networkers
8. Conveners
9. Reach out/Engage Marginalized/Vulnerable
10. Additional staff capacity

Regional Leaders	Experienced Practitioners w/ Networks & Knowledge of Funding
Coordinators/Managers of External Funding	Planners
Technical Assistance	Communicators
Networkers	Conveners
Reach out/Engage Marginalized/Vulnerable	Additional Staff Capacity

# Regional Context



- 43 Cities & Towns
- 625,718 people
- Sibling regions-FRCOG (north) CRCOG (south-popl > 1 million & > 100 munis
- North/South Rail and Interstate (91); East/West MassPike

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# Some Examples

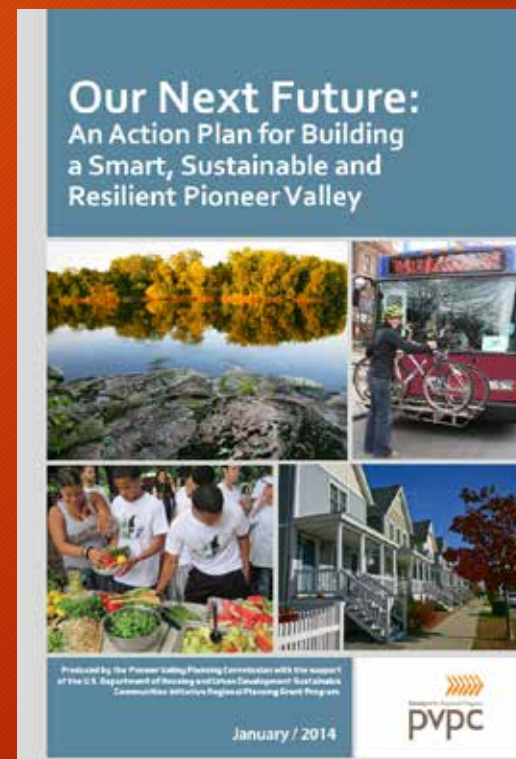
- Engagement of vulnerable/marginalized residents in City of Springfield National Disaster Resilience Competition (NDRC) application
- Our Next Future: An Action Plan for a Smart Sustainable, and Resilient Region
- Health Impact Assessment (HIA) Climate Plan Recommendations
- Grant Writing, Project Facilitation, & Strategic Planning-post disasters in W. Spfld & Monson
- Economic Development Recovery Assistance-South End Springfield post tornado & grant writing assistance to EDA
- Hazard Mitigation Planning

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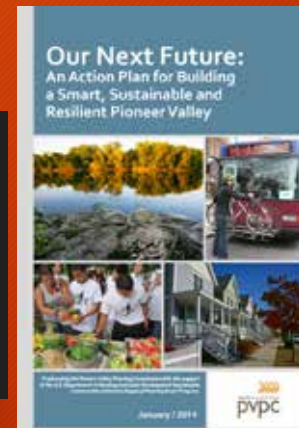
# Our Next Future

- Funding: US HUD
- How/Why? We applied w/ CRCOG
- Involved at ground floor of project idea with Senator Dodd
- Funded in 1<sup>st</sup> round



Regional Leaders	Experienced Practitioners w/ Networks & Knowledge of Funding
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# Our Next Future (cont.)



- Climate Action/Clean Energy
- Green Infrastructure
- Brownfields
- Food Security
- Sustainable Transportation
- Land Use
- Environment
- Housing
- Engagement/Capacity Building
- Fair Housing Equity Assessment

- Recruited Muni Reps and other key Stakeholders to volunteer time on Advisory Committees to oversee plan development as well as whole projectè educates reps who return and 'infect' their colleagues (we hope) w/ commitment to resilience



Regional Leaders	Experienced Practitioners w/ Networks & Knowledge of Funding
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# Engagement of vulnerable/marginalized residents City of Springfield National Disaster Resilience Competition (NDRC) application



## Funding?

- City CDBG and State DLTA that comes from MA DHCD

## How/Why?

- Established relationships
- Proven expertise in subject area
- Positive previous work experiences/examples
- Trust
- Ease of procurement
- Efficient use of limited resources: limited travel; already knowledgeable of specifics, established working relationships with CBOs..., and,
- We offered

Regional Leaders	Experienced Practitioners w/ Networks & Knowledge of Funding
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# HIA-Climate Action Plan Recommendations

## Funding?

- CDC via M DPH

## How/Why?

- Pre-approved on State Contract several years ago = ease procurement, build relationships, establish trust



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# Grant Writing, Project Facilitation, & Strategic Planning-post disasters in West Springfield & Monson

## Funding?

- State funding from DHCD

## How/Why?

- Municipalities ask and we offer



Regional Leaders	Experienced Practitioners w/ Networks & Knowledge of Funding
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Reach out/Engage Marginalized/Vulnerable	Additional Staff Capacity



# Economic Development Recovery Assistance - South End Springfield post tornado & grant writing assistance to EDA



## Funding?

- EDA and State funds via DHCD

## How/Why?

- Established relationships with not for profits, ongoing work in community, fits into regional Economic Development plan, collaborative approach

Regional Leaders	Experienced Practitioners w/ Networks & Knowledge of Funding
Coordinators/Managers of External Funding	Planners
Technical Assistance	Communicators
Networkers	Conveners
Reach out/Engage Marginalized/Vulnerable	Additional Staff Capacity

# Hazard Mitigation Planning

## Funding?

- FEMA via MEMA

## How/Why?

- Wrote large grant to get Hazard Mitigation planning started in region in 2006; established trust and expertise

Regional Leaders	Experienced Practitioners w/ Networks & Knowledge of Funding
Coordinators/Managers of External Funding	Planners
Technical Assistance	Communicators
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# Resilience

- Anticipate threats
- Reduce vulnerabilities
- Mobilize resources & assets
- Plan for a better future



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# Thank you!

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- [www.pvpc.org](http://www.pvpc.org)

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# Questions?

Please type your questions in the question box on the side panel of your screen.

## Speakers:

- **Brian Dabson**, Associate Dean of Policy and Outreach, Research Professor, *Institute of Public Policy, Harry S Truman School of Public Affairs, University of Missouri* (Columbia, MO)
- **Catherine Ratté**, Principal Planner / Section Manager, *Pioneer Valley Planning Commission* (Springfield, MA)

The recording of this webinar, along with the PowerPoint slides, will be made available at [www.nado.org](http://www.nado.org).



With questions or comments, please contact:

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