2731 North First Street, San Jose, CA 95134
Phone: (408) 577-2175
Email: admin@cadresv.org

Emergency Planning Guide

for Community-Based Organizations

Agency: ______________________________

Date: ______________________________

Planners: ______________________________

____

____

Acknowledgments

This new guidance and planning effort was made possible through funding by the Santa Clara County Emergency Management Performance Grant (EMPG) program to support CADRE's Agency Emergency Planning and Assistance Project in 2016.

This Emergency Planning Guide for Community-Based Organizations is the product of collaborative work initiated by CADRE consultants Annamaria Swardenski, Marsha Hovey, Dennis Kempel, Pixie Kempel and Margaret Melsh. It is based upon the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS) and disaster resilience concepts originally developed in 2009 by the Fritz Institute in partnership with community- and faith-based organizations from throughout the Greater San Francisco Bay Area and the BayPrep Program. The Hierarchy of Organizational Preparedness concept was originally prepared by the Fritz Institute in collaboration with CaliforniaVolunteers – Office of the Governor, under a project produced with funds from the U.S. Department of Homeland Security Grant #2009-0019, Cal EMA ID 000-92297.

Consultants adapted and enhanced the planning elements and materials presented herein based upon best practices and working knowledge of successful planning efforts utilized by community- and faith-based service providers from throughout the region.

Publication Note

This Emergency Planning Guide is designed as a best practices tool for continuous improvement by community- and faith-based organizations. It is intended to assist planning efforts that will allow organizations to continue to fulfill their mission to serve clients and consumers during and after emergencies and disasters.

This publication was supported by the Department of Homeland Security's FY 2015 Emergency Management Performance Grant (DHS-15-GPD-042-008-01). The opinions, findings, conclusions and recommendations expressed in this publication/program/exhibition are those of the author(s) and do not necessarily reflect the views of the Department of Homeland Security.

Contents

Introduction

Why Emergency Planning?

In a major emergency like a catastrophic earthquake, response systems such as police, fire and hospitals will be overwhelmed. Officials from all levels of government used to tell us we should be prepared to be on our own for the first 72-hours—now it's more like 5-7 days.

Emergencies can happen at any time. How we plan for and respond to emergencies can make the difference in an event being a minor inconvenience or a major catastrophe.

Purpose of This Guide

This planning guide is intended to help community- and faith-based organizations create or improve an emergency plan and at the same time become more disaster resilient. It is designed to help you identify and address a variety of issues so that your organization can continue serving its clients and community while supporting its staff and volunteers.

Emergency Plans

Every agency needs a plan on how to manage emergencies—a plan that addresses, among other topics:

- How to communicate with staff, volunteers, clients, and government entities
- What services are essential and how to keep them going
- Training requirements for staff, volunteers, clients
- Whether you can do "more than normal" to support the greater community

In preparing or improving your plan, you may want to communicate with your local government jurisdiction and read their plans so that you will know how you fit into the bigger picture. No plan will be successful without complete buy-in by executive management. They have the ultimate responsibility for leading preparedness and planning efforts and must monitor progress and hold people accountable.

Disaster Resilience

Creating an emergency plan is part of a larger endeavor to develop disaster resilience. Resilience is defined as the ability of an organization to rebound from the damage and disruption resulting from an emergency or disaster. Organization resilience is a combination of personnel, organization, and facility capacity to resume operations.[1]

This guide is organized around the Hierarchy of Organizational Preparedness[2], which was designed to help community- and faith-based organizations build resilience. The hierarchy consists of three tiers, with Tier 1 having the highest priority for preparedness efforts. Within each tier is nested a set of planning elements, and each chapter of this guide addresses one of the planning elements. The three tiers in the hierarchy are:

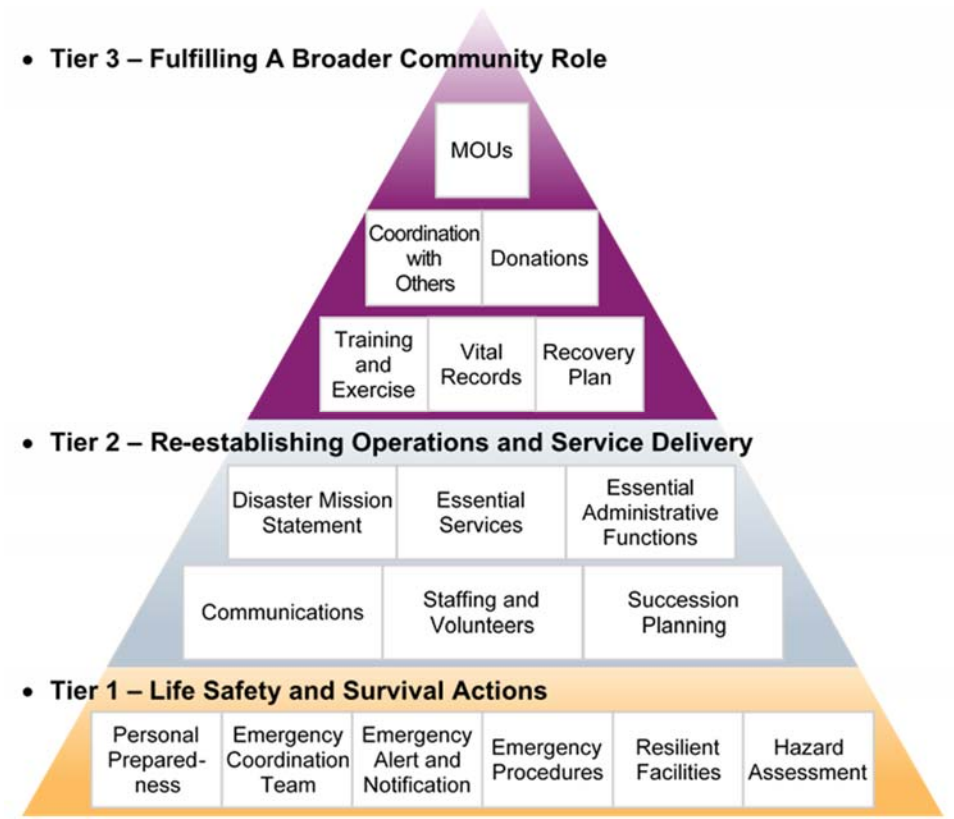
---

[1] *A Disaster Resilience Standard for Community and Faith Based Service Providers,* Fritz Institute, 2009

[2] Fritz Institute in collaboration with CaliforniaVolunteers—Office of the Governor. Produced with funds from the U.S. Department of Homeland Security Grant # 2009-0019, Cal EMA ID 000-92297

- **Tier 1 – Life Safety and Survival Actions**
  Tier 1 includes planning elements focused on internal, life safety, personal preparedness, and immediate response controlled by the organization. These planning elements are generally seen as steps that should be taken first and are thought to be easily accomplished at no or low cost.
- **Tier 2 – Re-establishing Operations and Service Delivery**
  Tier 2 planning elements focus on restoring the organization's capacity to provide essential client services during response, including augmentation of resources through donations and volunteers. Generally, results of these planning efforts should allow an organization to quickly ramp up to respond.
- **Tier 3 – Fulfilling a Broader Community Role**
  The planning elements in this tier focus on participation in partner and peer networks. The focus is on networking, linking to the government's emergency management system, integrating with whole community response, and restoration of full organizational capacity.

Each preparedness tier builds upon the strengths of what is put in place in the preceding tier, meaning your agency cannot adequately engage in operations planning if the life safety and survival needs of your staff and clients have not been addressed. And likewise, your agency cannot look at fulfilling a broader community role if it does not have adequate plans in place for how it will re-establish its operations and service delivery to clients and consumers.



Hierarchy of Organizational Preparedness with Emergency Planning Elements[3]

[3] Early concepts of this tool were developed with support from Silicon Valley Community Foundation.

How to Use the Guide

This guide was designed with a dual purpose—to help your agency develop or improve an emergency plan *and* to build organizational resilience. Contained within its chapters (one for each of the 18 planning elements) are explanations, questions, suggestions, checklists and tables for your consideration.

If your primary aim is to create a plan:

1. Use as your base the CADRE Agency Emergency Plan (AEP) annotated outline, which has been designed as a companion to this guide. It can be downloaded from the Member Resources section of the CADRE website (www.cadresv.org).
2. The annotated plan outline is provided as a potential framework for your agency's emergency plan and covers the topics typically found in an AEP. For each section of the plan, a brief description is included.
3. As you prepare to fill in the various sections of your plan, begin with those that address Tier 1 issues, such as "Emergency Coordination Team" and "Emergency Alert and Notification."
4. When you have finished this process, you will have an almost complete emergency plan. Use the notes in the CADRE AEP outline to develop the remaining sections of your plan.

If your goal is to complete or improve an existing plan:

1. After identifying gaps or sections of your plan that need strengthening, find the chapters in the guide that address those topics.
2. Work through each relevant chapter and insert the appropriate information into your plan.

If you already have a written plan and would simply like to strengthen your organizational resilience:

1. Review the planning elements listed in the hierarchy graphic.
2. Ask yourself the following questions:
    a. Are there topics here I am not familiar with?
    b. Is my agency fully prepared in all of these areas?
    c. Which topics worry me or keep me up at night?
3. Tackle each of the topics you've identified (Tier 1 first). Use the guide to help you assess your level of readiness and follow the suggestions to strengthen your organization's resilience.
4. As you do this, note that not all the recommended activities are meant to be incorporated in a written plan. Some are intended simply to help your organization become better prepared.

Note that not all components of the guide will apply to all agencies. Please use what is helpful and disregard what does not apply.

Tier 1 – Life Safety and Survival Actions

Personal Preparedness: Preparing Staff and Volunteers for Emergencies

Are your staff and volunteers personally prepared and ready to help?

Experience has shown that personal preparedness enables people to cope more effectively in a disaster or crisis situation. Personal preparedness includes a variety of components that benefit the individual, their family and your organization.

In an emergency, the first concern of staff will be the safety and welfare of family members. Having a home/family plan makes it more likely that staff will be able to assume their work responsibilities. **Create expectations and support personal preparedness training BEFORE it is needed.**

Steps for Staff Preparedness Planning

- Will you offer or facilitate preparedness training for staff and volunteers?
  ____ Yes ____ No
- Will preparedness training be required or encouraged?
  ____ Required ____ Encouraged
- Which staff and volunteers will be trained?

  ____

  ____
- How often will the training be provided?

  ____

  ____
- Will training be held during work hours? ____ Yes ____ No
- Who will track the training taken?

  ____

  ____
- What types of training are needed? (See suggestions in Table 1 below.)

  ____

  ____
- Identify potential resources that can provide training and materials.

  ____

  ____

- What is your procedure for allowing employees to check on their homes and family members when disaster strikes?

  ____

  ____

- Consider requesting that Human Resources incorporate personal preparedness training into new-hire orientations.
- Consider requesting that your organization's leadership devote a portion of staff meetings (at least quarterly) to personal and organization preparedness.
- Encourage everyone to have a home/family plan.
- Encourage everyone to keep personal preparedness items at work, in their cars and at home; provide a suggested list of emergency supplies.
- Encourage everyone to have an out-of-area contact number for relaying messages between themselves and family members.

Table 1: Personal Emergency Preparedness Training Types

Training Types	Resources	Training Frequency
CPR	Red Cross, Fire Department	Include if there is a legal requirement.
Basic First Aid	Red Cross, Fire Department	Include if there is a legal requirement.
How to turn off utilities	Part of most personal preparedness training and CERT training, but could be a standalone class	Example: Once a year
Simple Triage and Rapid Treatment (START)	Taught in CERT training and can be a standalone class	Example: Once a year

Emergency Coordination Team

Have you assigned a team of staff to plan for emergencies and disasters?
Do you have enough people to do what needs to be done in an emergency?

Emergency management requires a planning team and a response team. In small organizations, the same people may be on both. In some organizations, a Safety or Risk Management Committee exists that is often tasked with emergency and disaster planning responsibilities.

The Emergency Coordination Team

To successfully respond to emergencies, you must have a solid plan. Planning is successful when:

- Management understands the need and supports the effort
- People who are assigned planning activities are allowed time to complete them
- A system of accountability is in place
- Your plan aligns with the plans of internal groups you supervise and the plans of external agencies and organizations (such as cities and counties) you must coordinate with
- You exercise with internal and external stakeholders

The Emergency Coordination Team sets the policy for how the organization will operate during disasters, delegates responsibilities to individuals or groups who will create operational procedures for implementing the policies, and approves the overall Agency Emergency Plan. This team also conducts regular reviews of the plan—especially after an actual response, makes policy or operational changes based on lessons learned, and ensures that the plan is exercised and personnel are trained.

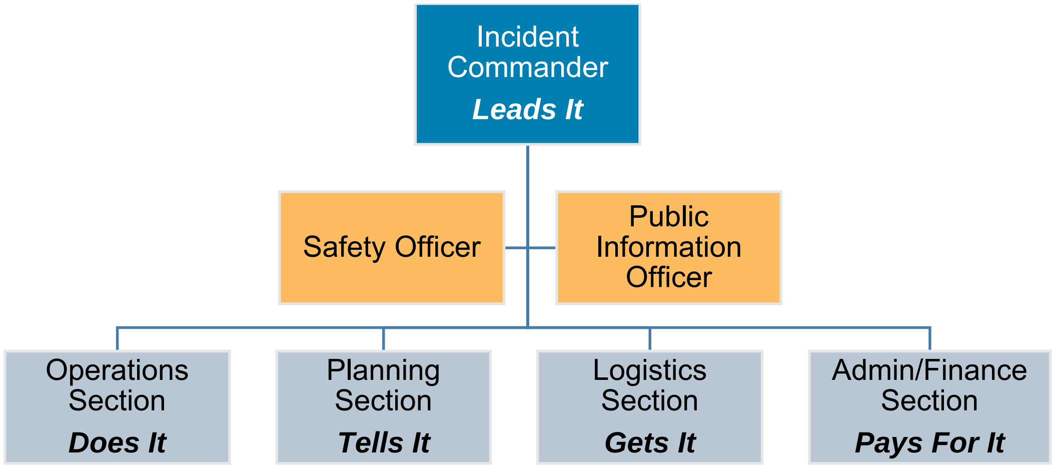
National Incident Management System and Standardized Emergency Management System

The National Incident Management System (NIMS) is based on California's Standardized Emergency Management System (SEMS) to manage emergencies.

NIMS and SEMS use a function-based approach to planning and response. The Emergency Coordination Team and the Emergency Response Team plan and respond using these function titles often referred to as the Incident Command System (see chart below).

Incident Command System (ICS) is a people management tool that:

- Allows organization of personnel for any situation
- Uses common language and structure for quick and effective coordination allowing seamless integration into the larger community response
- Organizes people by the activities they are performing into like-function groups
- Assigns specific responsibilities to groups and sets expectations



Incident Command System structure for planning and response

ICS is organized by function. The functions may be used for planning and response.

- **Incident Commander:** "Leads It." The Incident Commander leads the response; appoints and empowers function team leaders; sets the tone and standards for response. Encourages teamwork and communications.

  Members of the Incident Command team include:

  - **Safety Officer:** Focuses on the safety of all people responding to the incident.
  - **Public Information Officer:** Works with the media and distributes messages to the public and local community.

- **Operations Section:** "Does It." Works to minimize or eliminate the problem. The function handles key actions including first aid, search and rescue, fire suppression and site security (within the scope of their training).
- **Planning Section:** "Tells It." This function is responsible for documenting and tracking events and activities to allow other team members to see the "whole picture" on what is happening. This allows the team to make informed decisions.
- **Logistics Section:** "Gets It." This function is responsible for supplying needed resources to support the other ICS functions, which means they maintain inventories and obtain and distribute supplies and personnel.
- **Finance and Administration Section:** "Pays For It." They track all expenses and claims as well as monitor and approve spending.

The Emergency Response Team

While all personnel responding to the emergency will fit into the overall ICS structure, a few people will be assigned leadership roles and are the designated Command Staff.

A key precept of ICS is that the most qualified person should manage the incident. (This may not be a management person.) The ICS model also has a reporting structure, as depicted in the chart above. Each assignment takes direction from only one leader (communication is allowed throughout the organization, but decisions must go up the chain of command).

ICS creates a response process that can start small and expand as needed to meet the needs of the emergency. To staff these sections, agency management must identify a primary and at least one alternate for each of the section leadership roles. Complete Attachment 1 by identifying staff positions that most closely correspond to the duties of these ICS positions and seem most logical or appropriate. Considering who might do well at certain functions is an excellent way to deepen one's understanding of SEMS and ICS concepts and nomenclature.

When the Emergency Response Team is staffed, team members typically operate from a designated area referred to as an Incident Command Post (ICP) for site-specific events, or an Emergency Operations Center (EOC) for multi-site events. The ICP is generally located near the facility and out of harm's way. The EOC location depends on the impact to the facility. It can be a single room or suite of rooms, on site or at another appropriate site, or it may be a virtual entity with team members linked by phone or electronically.

Steps for Creating Your Emergency Response Team

- Pre-assign the members of your emergency coordination team, per Attachment 1
    - Assign specific ICS roles; specify a primary and alternate for each role, if possible
    - The person heading up each section is the Section Chief, and is given a function-based title; for example: Operations Section Chief
- Arrange for training for all potential team members
    - Start with the Introduction to the Incident Command System[4] training, available online. FEMA's Emergency Management Institute has web-based ICS training that is available to everyone.
    - Once you have established your written plan and procedures, train your team to perform the functions they are assigned in the AEP
    - Refer to the CADRE website Member Resources page (http://www.cadresv.org/resources/member-resources-2/) and download the EOC and Field Checklists tools created to help your team plan for and manage their responsibilities. Checklist tools for each position within the ICS structure provide additional guidance and support for Emergency Response Team members.
    - Set a schedule for regular training and review
    - Schedule an annual exercise for practicing the ICS team roles
- Pre-identify the location of your Incident Command Post (ICP) or Emergency Operations Center (EOC) (as appropriate)
    - Decide what supplies are needed to make this location function for you
    - Plan for supplies that might be needed if power goes out, or if normal access to food, water and sanitation is not available
- Determine your staffing requirements for post-disaster response

[4] Recommended training: IS 100.b – Introduction to the Incident Command System

Emergency Alert and Notification

Who should be alerted of emergencies and by what methods?

Being able to send and receive critical emergency instructions and information when disaster strikes is critical. Understanding what you need to know and who can provide that information will allow you to make better decisions. Very often telephones become overwhelmed and unreliable when disasters strike. The best way to know you'll be informed—and able to inform others—is by having redundant communication methods.

- What methods do you use to report emergencies?
  - 9-1-1
  - Seven-digit alternate emergency number for 9-1-1 in your area
  - Ham radio
  - Runner
  - Are any internal notifications needed?
  - If you plan to use a method other than phone, does the recipient know to expect communication in this way?

  ____

  ____

- How do you receive Emergency Alerts? List specific sources.
  - Alert SCC
  - Other local reverse 9-1-1 tool
  - Local media
  - Social media

  ____

  ____

- Do staff and volunteers subscribe to these same services?

  ____

  ____

- Are there any specific instructions that need to be communicated to clients related to safety? What methods do you use to make contact?
  - Phone notification
  - Text notification
  - Website announcement
  - Social media announcement

- Listen to specific local media for announcement
- Standing procedure for specific types of events where communications may fail

____

____

- How will staff/volunteers know that they need to come to work?
  - Phone notification
  - Text notification
  - Website announcement
  - Social media announcement
  - Listen to specific local media for announcement
  - Standing procedure for specific types of events where communications may fail

____

____

Emergency Procedures

Does your staff know what to do in an emergency?

Emergencies can happen at any time—during weekdays, evenings and weekends. Your staff will be better able to support your organization's response if they know what's expected of them and how to respond to various types of emergencies.

- Do you have workers who travel away from the office to perform their duties?
  _____ Yes _____ No
  If so, outline their disaster response responsibilities. Do they return to the office? Check in for instructions? Proceed home? Stay with their client?

  ____

  ____

- It may be easier for staff to respond from home if they can bring family and pets. This has pros (peace of mind, more vehicles) and cons (more people to help out, more mouths to feed, more planning for sleeping, sanitation).
  Can you allow family and pets?
  _____ Yes _____ No
  What additional planning will be needed to accommodate?

  ____

  ____

- For certain types of emergencies, it will be necessary to evaluate the building for structural damage. What is your policy for entering a building that might have sustained structural damage?

  ____

  ____

- For all emergencies, make an "Agency Go-Kit." Include copies of your emergency plan, action checklists, phone rosters, copies of vital documents, maps for police and team, credit cards, etc. List here all you will need in your go-kit to manage an emergency from a different location.

  ____

  ____

- Who has the keys to doors, buildings, storage sheds, etc.? Are there spare sets available?

  ____

  ____

Hazard-Specific Emergency Procedures

Review the basic hazard-specific emergency instructions provided below. Modify these basic instructions as needed to fit your environment. If there are specific actions you need to take that are not listed in the basic instructions, list those actions as well. Note if staff and volunteers have specific responsibilities for any of these emergencies. Also note if your plans change depending on the time of day. In Table 2, list any training needed for specific types of emergencies.

A variety of hazards and responses are listed below, each with questions that might trigger workplace-specific actions.

Active Shooter

- What do you need to do to prepare to run, hide or fight if a lockdown message is received? Which doors to lock, what blinds to pull? Other strategies?
- What are your options for escaping?
- What are your options for fighting/gaining a tactical advantage?
- Notifications needed?

____

____

Communication Failure

- What are your alternate methods of communication?

____

____

Evacuation

- Who determines if evacuation is required? For fire? For earthquake? For explosion?
- Who is responsible for checking which areas of the building?
- Does any equipment need to be turned off (if there is time)?
- Will anyone need assistance getting out of the building? Are there stairs?
- Where will you assemble once out of the building?
- How will you know if everyone is accounted for?
- How often will you exercise your plan?
- If you must leave the site, post a notice indicating where you have gone. Who will do this?
- Create a floor plan with exit routes and include it in your plan. Show the location of assembly points, equipment to be turned off, and who needs special assistance to evacuate.

____

____

Fire

- Any specific types of fires requiring special treatment?
- Fire doors?
- Where are fire alarms and extinguishers?

____

____

Flooding

- Flooding inside the building. Protection of specific equipment, documents?
- Flooding outside the building. Is the building susceptible to flooding? Are sandbag procedures in place?

____

____

Medical Emergency

- Are any notifications needed to supervisors or corporate office?

____

____

Power Outage

- Will your facility operation require a back-up generator?
- If you will need a back-up generator to continue operation in an extended power outage, where can you rent or borrow a generator?
- Where can you get fuel?
- Explain your plan for backup power. Create written agreements with suppliers.

____

____

Shelter in Place

- Shelter in place for hazardous materials in the air:
  - Have you picked out one or more rooms that will be the easiest to house people and seal off vents?
  - Do you have supplies to seal off the room? Where are they?
  - Can you turn off the HVAC?
- Shelter in place for gas leak: Location and plan?
- Shelter in place for police activity (with no guns involved): Location and plan?

____

____

Workplace Violence

- Do you have an agreement with another person you can call to signal that you need help?
- Notifications needed if violence occurs?

____

____

____

Table 2: Training for Hazard-Specific Emergency Procedures

Training Types	Resources	Training Frequency
Evacuation drills	Fire or Police Department; in-house emergency manager	Example: Once or twice a year or other policy requirement
Earthquake Drop, Cover and Hold On		Example: Participate in Great California Shakeout on the 3rd Thursday of October
How to turn off utilities in the workplace	Facilities manager	Example: Once a year
Light Search & Rescue	Taught in CERT training and can be a standalone class	Once a year for a specific team
Building damage/safety assessment	Taught in CERT training and can be a standalone class	Every 2 years
Using fire extinguisher	Part of most personal preparedness training and CERT training, but could be a standalone class	Example: Once a year

Resilient Facilities – Preparation

Does your physical environment support your safety?

Complete Attachment 2 to note facility and agency contact information. Keep this information in your Agency Go-Kit. Update it periodically, such as once a year.

Preparing a resilient facility starts on a “blue sky” day ahead of an emergency. By finding and mitigating hazards in your facility now, it will be more resilient after an emergency.

- Walk through your facility and look for potential hazards. When deciding whether an item needs to be bolted down, ask yourself, “If this falls, will it hurt someone or will I be very unhappy if it breaks?” If the answer is “yes,” take steps to secure the item.
- Mitigation supplies may be purchased at an office supply store, home improvement stores such as Home Depot and Lowes, or online. Mitigation suggestions are listed below. You may have other creative ways to address potential issues.

Table 3: Facility Survey and Hazard Mitigation Checklist

	Assigned To	Date Done
☐ Bolt heavy cabinets, bookshelves or other furniture to wall studs		
☐ Strap computers, fax, and other equipment to desk or tables		
☐ Secure pictures and other wall hangings by using safety hooks		
☐ Clear exits, pathways and earthquake “drop, cover and hold on” spaces		
☐ Fasten breakables to walls or shelves with earthquake putty		
☐ Move heavy items to bottom shelves		
☐ Remove fire and chemical hazards		
☐ Install smoke detectors and fire extinguishers; schedule to maintain them on the appropriate periodic basis (example: every 6 months)		
☐ Install cabinet latches to keep items inside.		

	Assigned To	Date Done
☐ Label fire exits and safety supplies		
☐ Clearly mark your gas and water shut-off valves. Post clear simple instructions for shutting off each one (in all languages needed).		
☐ Keep a conveniently located set of tools to facilitate prompt gas shut-off. Tools should include both pipe and crescent wrenches.		
☐ Identify shelter-in-place locations and supplies for hazmat events.		
☐ Identify hiding places and keys to access them for an active shooter event.		

Insurance

- Do you lease or own your building? If you lease, who is responsible for damage?

  ____

  ____

- Include insurance agency contact information in your Go-Kit.

  ____

  ____

Floor Plan

- Use a facility floor plan or sketch your facility to show vital emergency resources including:

  - ☐ Escape / exit routes
  - ☐ Fire extinguishers
  - ☐ Go-kit
  - ☐ Tool kits
  - ☐ Supply cache
  - ☐ First Aid supplies
  - ☐ Water shutoff
  - ☐ Gas shutoff
  - ☐ Radio with batteries
  - ☐ Ham radio
  - ☐ 2-way radio
  - ☐ Automated External Defibrillators (AED)
  - ☐ Generator(s)
  - ☐ Documents safe
  - ☐ Flashlight with batteries
  - ☐ Fire alarms
  - ☐ Other

  ____

  ____

  ____

Hazard and Risk Assessment

Identify the hazards and threats your organization faces and assess their impact

Hazards can be internal and external.

- External, such as
  - Natural disasters – earthquake, flood, fire, etc.
  - Human-made disasters – hazardous spills, gas leaks, train wrecks, etc.
  - Pandemics – flu and other illnesses
- Internal, such as
  - Technology issues, e.g., equipment breakdown or security breach
  - Facility issues, including system failures – electrical, plumbing, etc.
  - Personnel shortages due to work stoppage

Deciding what hazards to plan for includes evaluating both the likelihood of occurrence and the severity of the impact to your organization.

Steps for Assessing Your Organization's Risk

- Use the Attachment 3 worksheet to assess your organization's risk from various types of hazards. An example is shown below.
- Begin by listing the types of hazards that could affect your organization
- For each hazard, rate the likelihood of occurrence – Low=1, Medium=2, High=3
- For each hazard, rate the potential impact to your facility or organization – Low=1, Medium=2, High=3
- For each hazard, rate the potential impact to your clients and staff – Low=1, Medium=2, High=3
- Use this priority rating to determine where to focus your organization's preparedness efforts

Table 4: Sample of Attachment 3, the Hazard and Risk Assessment Worksheet

Hazard and Risk Assessment Worksheet					
Rating: Low=1, Medium=2, High=3					
Hazard	**A.** Likelihood of occurrence	**B.** Potential impact to facility or organization	**C.** Potential impact to clients and staff	**A + B + C**	**Priority for planning.** High number = high priority
Earthquake	3	3	3	9	5

Tier 2 – Re-establishing Operations and Service Delivery

Disaster Mission Statement

Defining the role you plan to play in a disaster becomes the foundation of all planning work that follows.

A disaster mission statement will require a group discussion involving your organizational leadership. It may take more than one meeting to come to agreement. Your disaster mission statement should be a clear, concise and meaningful statement of what your agency's role will be to your clients and community.

Answer these questions and then create a mission statement based on your answers.

- What services MUST continue following a community emergency?

  ____

  ____

- What services may be SUSPENDED following a community emergency?

  ____

  ____

- How will you support your clients? Will you support all or some of your clients?

  ____

  ____

- Will an emergency cause an increase in demand for your services?

  ____

  ____

- Will you support a greater good, such as your neighborhood, community, city, or county?

  ____

  ____

Examples of Disaster Mission Statements are available on the CADRE Member Resources page (http://www.cadresv.org/resources/member-resources-2/).

Essential Services

Meeting the needs of the people you serve.

Consult your organization's Disaster Mission Statement for its mission and priorities in the aftermath of a major disaster. Expand here on specific services that are essential.

Essential services are those that must continue at all cost.

- List the essential services you will continue to provide following an emergency.

  ____

  ____

- What are the critical material resources necessary to maintain these services?

  ____

  ____

- Will you be able to continue to provide the same services or will services be limited?

  ____

  ____

- Could you provide additional services or know who could?

  ____

  ____

- Will the number of clients/consumers that you serve increase or decrease in an emergency?

  ____

  ____

- What additional supplies will be needed (e.g., bedding, medicine, special equipment, etc.)? Where can you get these items?

  ____

  ____

<u>Remember:</u> Knowing your priorities as an agency makes everything else fall into place. In crisis or opportunity, if you are clear on your priorities you can make the best decisions for your agency.

Essential Administrative Functions

What is needed to support essential services delivery?

What **administrative services** must be maintained or preserved to provide the essential services you outlined in your Disaster Mission Statement?

- ☐ Human Resources/Payroll
- ☐ Check signing
- ☐ Accounts Payable and Accounts Receivable
- ☐ Information Technology / MIS / Website
- ☐ Security
- ☐ Purchasing
- ☐ Emergency spending and reimbursement procedures
- ☐ Public information/Media
- ☐ Staffing an Emergency Operations Center
- ☐ Other administrative functions?

____

____

- For each function, identify the person(s) normally responsible for this function as well as an alternate.

Table 5: Essential Functions and Contacts

Essential Function	Primary Contact	Alternate Contact

- How will the essential services be maintained or preserved?

____

____

- On what internal and external services, supplies, units, and vendors does each function depend?

____

____

Communications

How will you communicate and coordinate?

In an emergency, who needs information about the status of the people you serve? Offsite staff? Families of clients? List the most critical contacts that need to be made. Be sure to have a home phone number, cell phone number and email address for each contact.

- Create contact rosters using these attachments:
  - Attachment 4 – Staff – Critical Contacts
  - Attachment 5 – Volunteers – Critical Contacts
  - Attachment 6 – Clients – Critical Contacts
- Update the rosters every 6 to 12 months
- Keep the rosters in your Agency Go-Kit
- Consider what policies and procedures are needed for outreach to clients and consumers during emergencies and disasters.

  ____

  ____

"Push" Notifications

- Do you need to make notifications for different types of emergencies?
  _____ Yes _____ No
- Whom do you need to contact? Parent organization? Staff? Volunteers? Clients? Government jurisdiction? Families?

  ____

  ____
- Do your landline phones work if power or internet services are out?
  _____ Yes _____ No
- What communication methods will you use to "push" information out?

  ____

  ____
- How will the agency communicate with all staff?

  ____

  ____

"Pull" Communications:

- How will you find out about the needs of clients?

  ____

  ____

- If your primary notification methods fail, what are your backups?

  ____

  ____

- Complete the Table 6 matrix to identify what communication sources are available for "push" and "pull" communications with various groups

Table 6: Communication Methods Available

Communication Method	My Agency	Public	Staff	Volunteers	Clients	Government	Families
Alert SCC*							
Email							
Facebook							
Fax							
Group messaging app							
Ham radio							
Internet							
Local notification method							
Phone – cellular							
Phone – landline							
Runners/messengers							
Safe and Well** or similar							
Satellite phone							
Twitter							
WebEOC							
Website							
Other							

* Alert Santa Clara County service. Register at www.alertscc.org

** Safe and Well – American Red Cross service at https://safeandwell.communityos.org/cms/

Staffing and Volunteers

Plan to appropriately recruit, task and manage volunteers.

Your Agency's most important assets are your staff and volunteers. Fine-tuning management practices for disasters will make staff and current volunteers feel valued and clear on expectations. Involving spontaneous volunteers can expand your Agency's capacity; careful planning can help maximize the benefit they bring to your disaster operations.

Staff

- Does the Agency provide guidance to all staff to develop their own Family Support Plans? This will increase personal and family preparedness throughout the Agency and contribute to employee availability during an emergency situation.

  ____

  ____

- Does the Agency ensure support (such as child care or emergency housing) for employees and their families in the event of an emergency? ____ Yes ____ No

- It will be easier for some staff to stay than for others. (For example, those with small children or caregivers for elderly parents may find it difficult to stay on-site.) Explain your plan for priority release; include when and how people will be released.

  ____

  ____

- What staffing changes or shift changes are needed to fulfill essential services?

  ____

  ____

- What planning is needed to manage shifts or rotation of staff?

  ____

  ____

- For staff, are special skills or just-in-time training needed to support essential services or essential administrative functions for the agency or the site? Example:

  ☐ Doctor, nurse, paramedic, EMT, basic first aid/CPR
  ☐ Ham radio operator
  ☐ Language interpreter or translator
  ☐ Architect, engineer
  ☐ Accounting/bookkeeping
  ☐ MIS/technology systems
  ☐ Other: ____

Realistically determine how many staff will continue working after a disaster. Note that staff numbers may differ for various types of emergencies.

- If a disaster strikes during work?

- If a disaster strikes on a weekday but before or after standard work hours?

- If a disaster strikes on a weekend?

- Does staff automatically report to work in the event of a disaster? If so, who must report?

- Does any of your staff have "at risk" family at home they will need to take care of? Is this addressed in your personnel policies?

Volunteers

If you do not plan to manage volunteers, you may skip this section.

- Do you have current volunteers who may be appropriate for disaster-related work? Do they receive the same training as staff? Do they have special skills? Will your insurance cover them during disasters if they are performing work outside their normal scope?

- Do your current practices of recruiting or accepting volunteers include your disaster preparedness and response needs?

- What tasks that support your agency's ability to provide services can be assigned to spontaneous volunteers?

- What activities should not be assigned to spontaneous volunteers?

  ____

  ____

- For spontaneous volunteers, what safety and/or legal considerations should you include? Do you have proper insurance for volunteers; do you need background checks on volunteers; is any specialized training or knowledge required for working with your agency or clients, etc.? Can you train volunteers on the spot?

  ____

  ____

- Do you have someone in charge of supervising volunteers? If so, who?

  ____

- Who else might take on a supervisory role for new volunteers?

  ____

  ____

- Will you involve volunteers to support the work staff in an emergency? If so, indicate how volunteers will be involved.

  ____

  ____

- Do you have an approved method for tracking volunteer hours during disasters?

  ____

  ____

- Does the Agency provide guidance in developing Family Support Plans? This will increase personal and family preparedness throughout the agency and contribute to volunteer availability during an emergency.

  ____

  ____

- Does the agency provide support such a childcare, animal care, emergency housing arrangement for volunteers and their families in the event of an emergency so that they can be of assistance to the Agency?
- For volunteers, are special skills or just-in-time training needed to support essential services or essential administrative functions for the agency or the site? Example:

  ☐ Doctor, nurse, paramedic, EMT, basic First Aid/CPR
  ☐ Ham radio operator
  ☐ Language interpreter or translator
  ☐ Architect, engineer
  ☐ Other ____

Leadership Succession Plan

Have a leadership back-up plan.

The Emergency Coordination Team section identifies your response team and their alternates to ensure staffing. In this Leadership Succession Plan section, you identify the succession plan for your executive team and board officers. Indicate to whom their responsibilities and powers will be delegated if they are not available.

Executive Team Member	Delegate

Board Officer	Delegate

If you are part of a larger organization, the succession information may already be available in another document. Reference incorporation or other legal documents that may already assign powers.

- Are the Orders of Succession for other key positions for the agency, including but not limited to administrators, regional or field directors, key managers, other key essential personnel or their equivalent positions, identified and current?

  ____

  ____

- Does the agency conduct annual training on the roles and responsibilities for personnel involved in the succession order? For key Agency personal? For Agency heads?

  ____

  ____

Tier 3 – Fulfilling A Broader Community Role

Disaster-specific Agreements and MOUs

Considerations for purpose and content of interagency agreements

There are a number of reasons why you may wish to formalize a relationship with another agency or organization. Arrangements for use of alternate facilities are just one example; questions for you to consider are listed below. This section of the guide also includes possible content topics for written agreements and links to sample agreements. As always, you should seek the appropriate guidance within your organization before finalizing such agreements.

Alternate Facilities

- Do you anticipate needing an alternate site for shelter, business resumption, or emergency coordination?

  ____

  ____

- What are your specific requirements in choosing an alternate site? Identify at least one potential temporary site like a church, community center, school or other residential facility. Could you be an alternate site for another facility?

  ____

  ____

- You may want to develop an agreement that sets the terms of use. Include a statement cautioning people from entering any building (after an earthquake) that has not been inspected for structural damage.

  ____

  ____

Remember: Without a written use agreement such as a Memorandum of Understanding (MOU) or a Memorandum of Agreement (MOA), you may be surprised on the day of a disaster. For example, others may also be planning to use the site.

Questions such as these should be addressed in your MOU or MOA:

- How to access their site or resources; hours of access
- Who can assess the building for structure damage, if necessary?
- Staff identification requirements
- Who is responsible for <u>your</u> staff's injuries that occur on <u>their</u> site?
- Who is responsible for <u>their</u> staff's injuries that occur on <u>your</u> site?
- Who is responsible for damage to property?

Service Agreements – Considerations for Development of Agreements

The State's Private Nonprofit Assistance Program for disaster cost reimbursement may require you to have an agreement with local government or an intermediary organization which may request your services during a disaster.

A typical MOU between a government agency and a private nonprofit organization may contain the sections below. Note that the sections can be adapted for other purposes, such as an MOU between two community-based organizations (CBOs) that want to help each other in a disaster.

BACKGROUND

- Describe what led to this agreement
- Describe each party to the agreement in a brief paragraph
    - Private Nonprofit (PNP) – history and mission, disaster mission statement, and services provided
    - Local Agency – jurisdiction description and overall responsibilities in an emergency

PURPOSE

- To recognize respective roles and responsibilities of each party and to authorize specific types of support activities
- To serve as a basis for mutual understanding and collaboration

ROLE OF PNP

- In a disaster, PNP will… *(describe specific activities, services or role the agency will fulfill here)*
- Once the Local Agency's Emergency Operations Center (EOC) is activated, PNP will support the EOC by providing… *(describe specific disaster related services or activities the PNP would provide here)*
- PNP will work with [EOC section/unit/branch] to communicate and coordinate services and resources

SCOPE OF AGREEMENT

- Both parties recognize the importance of….
- Describe local agency's process for deployment of the PNP. Essentially, how the PNP would be requested to provide assistance—for instance, by phone, email, text message; automatically upon proclamation of a local emergency or full activation of the EOC; or some other method.
- Include details of the functions and responsibilities for each party, e.g.,
    - PNP will provide a designated representative/point of contact to the EOC
    - PNP may seek reimbursement for services provided through the CDAA Private Nonprofit Assistance Program

- Local Agency agrees to furnish, if needed, written documentation of request for assistance within 30 days of the date of the Governor's State of Emergency Proclamation
- Local Agency agrees to assist PNP with reimbursement claim as needed, including provision of written documentation of local agency's request for assistance if needed and approval of PNP's claim form and cost details

- If Intermediary PNP, provide list of coordinated PNPs

TERMS

- Any conditions of the agreement, such as insurance requirements, indemnification (hold harmless clause), length of term/termination method, and relationship of parties

Example of a "Hold Harmless" Indemnification Section:

The parties agree that all losses or liabilities incurred by either Party as a result of the Party's performance of its responsibilities under this MOU shall not be shared pro rata but instead the parties agree that each Party shall indemnify, demand and hold the other harmless from any claim, expense or cost, damage or liability arising out of, or in connection with, the performances of its responsibilities pursuant to this MOU.

Liability for injuries incurred during emergencies shall be the responsibility of XXX. Injuries incurred by first responders acting on behalf of a city will be managed by their home agency.

Example MOUs are available in the Member Resources section of the CADRE website (http://www.cadresv.org/resources/member-resources-2/):

- Memorandum of Understanding between 2-1-1 Sonoma County and County of Sonoma
- Plan of Cooperation Between the County of Orange/Orange County Operational Area and The Orange County Rescue Mission/Operation OC
- OperationOC, Orange County, California Disaster Response Cooperative Plan
- Letter of Intent (LOI) Between the City of Oakland AND (Name of Provider) For Emergency Response Related Products or Services

Coordination with Others

Know your local resources; they may be your only source of assistance.

- What neighboring agencies or businesses can you form a connection with in order to share resources in an emergency, to maintain essential services and to ensure the care of people you serve?

  Name: ____________________________ Phone: ___________________________

  Name: ____________________________ Phone: ___________________________

Make sure preparedness resources in your neighborhood are identified and that you have established a relationship with each. Post a large, clear map of your neighborhood and note these potentially valuable resources. Create a list of their contact information.

Key resource framework

- ☐ OES (Office of Emergency Services)
- ☐ City Hall
- ☐ Other government offices
- ☐ Fire station
- ☐ Police station
- ☐ Red Cross
- ☐ CADRE
- ☐ CERT
- ☐ ________________________________

Liaison/connections

- ☐ CADRE
- ☐ Funders
- ☐ Partner agencies
- ☐ ________________________________

Medical

- ☐ Hospital
- ☐ Clinic
- ☐ Veterinary offices
- ☐ Pharmacy
- ☐ Medical Supply store
- ☐ ________________________________

Possible gathering points

- ☐ Church, mosque, synagogue, etc.
- ☐ School
- ☐ Gym/community centers
- ☐ Senior centers
- ☐ Open space
- ☐ ________________________________

Food/water

- ☐ Restaurants
- ☐ Soup kitchens
- ☐ Grocery stores
- ☐ Corner stores
- ☐ ________________________________

Supplies

- ☐ Hardware stores
- ☐ Disaster stores
- ☐ Drugstores
- ☐ Sports/camping stores
- ☐ “Big box” stores
- ☐ Dollar stores
- ☐ ________________________________

Donations

Avoiding the "disaster within a disaster"

Offers of donations will be at their peak immediately after a disaster. Agencies providing services to people affected by a disaster—especially those receiving a lot of media attention—will likely receive many donations, some wanted and useable and some not. The flow of donations, particularly in-kind donations, can overwhelm a response effort.

Government at all levels, from local on up to FEMA, encourages the public to make monetary rather than in-kind donations. Among the many reasons are these:

- Monetary donations are easier to manage
- They allow agencies to purchase what is really needed
- They bring money into the local economy, which helps the community recover

Despite the general preference for monetary donations, nonprofit agencies should be prepared for in-kind donations. If your organization chooses <u>not</u> to accept in-kind donations, will you have a strong and clear message for potential donors and the general public that communicates your intent?

For any agency considering the collection or use of donations, the following questions should be considered:

- What is your plan for accepting and processing **monetary** donations?

  ____

  ____

- What is your plan for accepting and processing **in-kind** donations of goods and/or services?

  ____

  ____

- How do you proactively inform the public of what is needed?

  ____

  ____

- Who receives, sorts, inventories, provides receipts and does other record-keeping?

  ____

  ____

- Do you have the volunteers and equipment necessary to handle and transport donations?

  ____

  ____

- Do you have the facilities to store, process, and manage in-kind donations or would you need to have a facility provided? Discuss with your parent organization or local government to find a solution.

  ____

  ____

- Is there a process to distribute monetary or in-kind donations? ____ Yes ____ No

  ____

  ____

Some general guidelines that apply to all donations:

- Issue a receipt for each donation
- Send thank you notes
- Keep track of inventory
- Only accept appropriate donations
- Ask local media to appeal to the community for items needed
- Churches and vacant retail stores are great locations for distribution
- Make requests known to all disaster partners
- Consider carefully before accepting clothing. Suggest alternatives to clothing donors: host a yard sale and donate the funds; give clothing to a thrift store and make a donation of the tax deductible amount; provide clothing to groups who help with career counseling.
- Accept prepared foods to distribute only from commercial distributors. Be careful—local restaurants may try to get rid of food due to loss of refrigeration.

Training and Exercises

Building personnel skills and confidence to fulfill staff disaster roles

You identified some possible trainings for staff in the Personal Preparedness section, Table 1; and in the Emergency Procedures section you identified various procedures to follow in response to specific hazards. When creating a training and exercises program for your facility or agency, consider the following questions.

- What different types of training and exercises are needed to enable staff and clients to perform their roles in a disaster?

  ____

  ____

- Who should take each type of training? Does leadership receive different training from other staff?

  ____

  ____

- How often does the training need to be renewed?

  ____

  ____

- By what method will participation in the training be tracked?

  ____

  ____

- What different types of drills and exercises should be included? Example: evacuation, communication, power outage, Active Shooter, earthquake exercise as part of the annual Great Shakeout.

  ____

  ____

- How often are drills and exercises performed?

  ____

  ____

- Are there opportunities for client skill-building that would help them become full partners and helpers in your preparedness and response efforts?

  ____

  ____

- What other groups, such as external entities and local government, do you need to exercise with?

  ____

  ____

The training and exercise plan should be reviewed each year.

Vital Records and Cost Recovery

Does the agency maintain a complete inventory of vital records, along with locations of and instructions on accessing those records?

Vital records are those deemed essential for the organization's legal and financial well-being. To avoid the hazards of destruction or inaccessibility, records such as deeds, rental agreements, insurance and accounting should be backed up and held in secure locations.

Tracking of costs for disasters is also vital, particularly for cost recovery. Disaster-specific cost reports will most likely be needed for reimbursement through any contracts as well as other cost recovery mechanisms.

Vital Records

- Identify and protect those records that specify how the agency will immediately operate and continue to operate during a continuity emergency *(Emergency Operating Records)*
- Develop and maintain a vital records plan packet or collection that contains the necessary keys or access codes, if required, for operations
- Identify and protect those records essential to protect the legal and financial rights of the agency
- Are there procedures listed so that the vital records, at a minimum, are annually reviewed, rotated, or cycled so that the latest version will be available?

  ____

  ____

- Is the agency inventory of vital records maintained at an alternate site?

  ____

  ____

- Do individual key personnel maintain Go-Kits (for example, USB sticks) with the vital records and forms they need to resume essential functions at an alternate location?

  ____

  ____

- Does the agency identify the risks involved if the vital records are retained in current locations and media, and the difficulty of reconstituting them if they are destroyed?

  ____

  ____

Cost Recovery

It is important to keep track of any extraordinary costs related to disaster response and emergency services. Keep a record of costs over and above ordinary operating costs. The costs *might* be reimbursable under the California Disaster Assistance Act (CDAA).

Items to track include:

- Staff overtime
- Extra staff hired for disaster response
- Truck rental to move supplies
- Travel to event, related lodging, meals
- Supplies purchased
- Specific requests from local government
- Volunteer hours are not reimbursable but they are valuable to the local government agency you are supporting because the cost of a volunteer hour is added into the government reimbursement equation. This data will also help you tell your story after the disaster; for example, “Here’s what we did with the help of 63 volunteers who donated a total of 547 hours.”

Documentation of pre-event inventory may prove critical. For example, a food bank might be asked to provide food, of which some had previously been donated. As long as the food bank maintains an inventory of donated product, this could be eligible for reimbursement.

Recovery Plan

Planning for recovery activities and demobilization

As the demand for services declines, there is a transition from the emergency response/relief phase to the recovery phase. Some agencies may close down their services quite early while others will continue long into the recovery period. A great deal depends on the size and type of disaster, on the number of people with continuing unmet needs, and the type of services provided by the agency. Agencies likely to provide services during disaster recovery will benefit from having a plan for sustained operations.

There is also your organization's own recovery to consider. Were your personnel affected in any way? Are you still waiting for some staff to return to work? Were your facilities damaged? Did you have to move to an alternate site? What about your disaster costs? Are there ways you can recover the expense of employee overtime, extra hired staff, purchased or rented equipment, and extra food and supplies? The questions below will help guide you through some key components of disaster recovery and demobilization.

- What is your plan for continued staffing and volunteers?

  ____

  ____

- How will you decide when it's time to resume normal operations?

  ____

  ____

- How will you clean up any hazardous materials or biohazards (such as blood born products or waste) on site?

  ____

  ____

- How will you plan for reconstruction, if applicable to your situation?

  ____

  ____

- Consider plans for anniversaries, memorials

  ____

  ____

- Identify a team to apply for reimbursement. Closely monitor all deadlines.

  ____

  ____

Attachments

Attachment 1: Emergency Coordination Team	
Incident Commander Name: __________ Phone: __________ Alt. Phone: __________	**Alternate** Name: __________ Phone: __________ Alt. Phone: __________
Operations Team Chief Name: __________ Phone: __________ Alt. Phone: __________	**Alternate** Name: __________ Phone: __________ Alt. Phone: __________
Planning Team Chief Name: __________ Phone: __________ Alt. Phone: __________	**Alternate** Name: __________ Phone: __________ Alt. Phone: __________
Logistics Team Chief Name: __________ Phone: __________ Alt. Phone: __________	**Alternate** Name: __________ Phone: __________ Alt. Phone: __________
Finance / Admin Team Chief Name: __________ Phone: __________ Alt. Phone: __________	**Alternate** Name: __________ Phone: __________ Alt. Phone: __________
Public Information Officer Name: __________ Phone: __________ Alt. Phone: __________	**Alternate** Name: __________ Phone: __________ Alt. Phone: __________
Safety Officer Name: __________ Phone: __________ Alt. Phone: __________	**Alternate** Name: __________ Phone: __________ Alt. Phone: __________

Attachment 2: Facility Contact Information

Facility name and address

____

____

____

____

Units within your department (if applicable) or area covered

____

____

____

____

Building coordinator and phone number at this location

____

____

____

____

Agency Contact Information

Agency name and address

____

____

____

____

Agency building coordinator and phone number

____

____

____

____

Attachment 3: Hazard and Risk Assessment Worksheet

Rating: Low=1, Medium=2, High=3

Hazard	**A.** Likelihood of occurrence	**B.** Potential impact to facility or organization	**C.** Potential impact to clients and staff	**A + B + C**	**Priority for planning.** High number = high priority
Active shooter					
Dam failure					
Earthquake					
Extreme cold/freeze					
Extreme heat					
Flooding					
Loss of fuel					
Loss of internet					
Loss of landline/cell phones					
Loss of power					
Loss of sanitary sewer					
Loss of transportation					
Loss of water					
Structure fire					
Wildland urban interface fire					

Attachment 4: Staff – Critical Contacts

Name	Home Phone	Cell Phone	Email

Attachment 5: Volunteers – Critical Contacts

Name	Home Phone	Cell Phone	Email

Attachment 6: Clients – Critical Contacts

Name	Home Phone	Cell Phone	Email

CADRE
Collaborating Agencies' Disaster Relief Effort

2731 North First Street, San Jose, CA 95134
Phone: (408) 577-2175
Email: admin@cadresv.org