

Standard
Operating
Guidelines

2013

Noble County
Community
Organizations
Active in
Disaster

I. Purpose

The purpose of this plan is to provide guidance to Noble County community organizations in their efforts to meet the needs of citizens during the response and recovery phases of small scale, every day emergencies and large scale disaster. The goal is to coordinate the emergency response and recovery efforts of community organizations. This coordination will maximize the efficiency of participating organizations, prevent the duplication of services, and speed recovery.

II. Scope

1. In these guidelines, "community organizations" refers to organizations that provide services to those in need. These include, but are not limited to, non-profit, governmental, volunteer, faith-based, public service organizations, and businesses.
2. These guidelines coordinate the involvement of community organizations in the following functions:
 - a. Mass care and shelter operations
 - b. Clothing
 - c. Food
 - d. Emotional and spiritual support
 - e. Donated goods management
 - f. Emergent volunteer management
 - g. Unmet needs
3. This plan supports the Noble County Comprehensive Emergency Management Plan.
4. Indiana State and the federal government also have plans that address the issue of the responsibilities of community organizations. Those plans should be referred to in relation to statewide coordination of community organizations.

III. Limitations

Participation in this plan by stakeholder organizations is purely voluntary and at the sole discretion of stakeholder organizations. No participating organization shall be liable to other parties on account of any delay or failure to perform any function described in these guidelines.

IV. Concept of Operations

A. Organization

1. All COAD and other community organizations that become involved in disaster response and recovery operations will maintain their autonomy and will maintain control over their resources unless otherwise stated in other agreements.
2. The COAD President is responsible for assigning Response Coordinators. At least three (3) people will be assigned to that function to provide sufficient redundancy in staffing each function. Response Coordinator is a role filled on a rotating basis during a disaster.
3. The Response Coordinator is responsible for receiving and processing all requests for COAD resources. They will normally function as an Agency Representative in the Emergency Operations Center (EOC). However, the Response Coordinator's position in the EOC is subject to re-assignment by the EOC manager, the official designated to oversee EOC functions. The form used to process resource requests will be the logistics request form normally used in the EOC.
4. The Response Coordinator will establish the organizational structure of the COAD in the *response* phase of an emergency. See **Figure 1: Sample COAD Organizational Structure – Response Phase**. This organizational structure may be altered on an as-needed basis.
5. During disaster *recovery*, management of the COAD will transition to an 'Unmet Needs Committee' and the Unmet Needs Committee will establish the organizational structure. See **Figure 2: Sample COAD Organizational Structure – Recovery Phase**. The Unmet Needs Committee will likely involve non-COAD members, such as local government officials.
6. The Response Coordinator will coordinate with individual COAD member organizations or with functional leads depending on the scope of and the phase of an emergency. Emergency phases are described in Section V, "Response and Recovery". The Response Coordinator will use the COAD Resource Directory to request assistance. A complete COAD Resource Directory is maintained by the COAD President and the Emergency Management Agency Director. The COAD will ensure that the resource directory is available to Response Coordinators.
7. Community organizations and businesses with resources to assist in delivering services in a functional area should be directed to participate in a coordinated response as defined in this plan. Organizations not involved in COAD and who are not included in the COAD Resource Directory should be directed to the appropriate to the Response Coordinator. Recruitment of COAD members will take place on an ongoing basis and follow the NCCOAD Bylaws.

B. Preparedness

1. COAD organizations should keep a current set of contact information for the appropriate functional lead organization. This information will be updated and distributed by the Response Coordinator.
2. COAD organizations should be prepared to participate in the response and recovery operations described in this plan. To prepare, they should have trained members of their organization in advance of an event as appropriate to perform their required tasks.

C. Response

1. After proclamation of an emergency, the Emergency Management Agency or designated government official may request the activation and mobilization of the COAD organization and resources to support disaster response and recovery operations. Generally, the COAD exists to fill urgent response needs. However, the COAD may also be called upon to respond to needs that are less urgent and/or more long-term in nature.
2. Request for COAD resources should be made to the Response Coordinator via WebEOC. If the EOC is not in operation, these requests will come directly from 211 to the Response Coordinator.
3. COAD organizations should assess their capability to deliver services, establish lines of communications, make a preliminary assessment of the needs, and mobilize resources as necessary.
4. As soon as practical following a major disaster, COAD members should report to the Response Coordinator on the status of their agency and on their ability to support response and recovery efforts.
5. The Response Coordinator or COAD president should make every effort to keep COAD members informed of the emergency situation.
6. The COAD is not responsible for coordinating and communicating with the media. The NCCOAD and its member organizations should coordinate with the EOC or Joint Information Center (JIC) regarding public information and should cooperate in working with the media. All media inquiries to COAD members should be referred to the EOC or JIC as directed.
7. COAD agencies should keep careful financial records and documentation of disaster costs. These records may be necessary to recover funds from federal disaster assistance. In addition to whatever documentation format used by an individual agency, each agency should utilize **Attachment C - ICS Form 214** for recordkeeping and submit this to the Noble County EMA.

D. Organizational Functional Areas

1. Mass Care and Shelter Operations
2. Clothing
3. Food
Organizations in this category
4. Emotional and Spiritual Support
5. Donated Goods Management
6. Emergent Volunteer Management

E. Unmet Needs

1. In the Recovery phase of an emergency the function of the COAD is to fulfill unmet needs. 'Unmet needs' refer to needs that are not addressed by the state and federal recovery programs that follow a presidential declaration of disaster. The definition includes a number of possible emergency contingencies..
2. The Response Coordinator, working with the COAD President, emergency management and other community leaders, are responsible for assembling a COAD Unmet Needs Committee. Any community organization may participate in the Unmet Needs Committee. This committee will be organized when the need arises in the event of a disaster.
3. The Unmet Needs Committee must coordinate its efforts with the FEMA/State Joint Field Office.

F. Support to Other Communities

1. The COAD will serve as the focal point for inter-organizational coordination in response to disasters that strike in other communities.
2. Examples of needs of other communities may include:
 - a) Donations management
 - b) Volunteer coordination
 - c) Providing support to evacuees that may have settled in the local community. This support will be considered on a case by case basis.
3. The COAD will use the same methods of coordination, notification, information-sharing and organization as are used for local disasters in responding to disasters in other communities.

V. Responsibilities

A. COAD Organizations

1. Keep an updated resource sheet on file with the COAD chair.

2. After disaster, report operational status to the Response Coordinator.
3. Maintain records of emergency actions and expenditures, including sign-in sheets with in/out times for volunteers.
4. Attend meetings regularly.

B. COAD Response Coordinator

5. Keep COAD organizations informed of disaster conditions and human service needs.
6. Establish lines of communication with organization representatives
7. Work with Emergency Management and other community leaders to determine the need for establishing a COAD Unmet Needs Committee.
8. The Response Coordinator will receive a request for assistance via WebEOC or 211. The Coordinator will then contact the appropriate agencies to fulfill the request (see the Organizational Functional Areas). Once an agency accepts the mission (agrees to fulfill the request), the Coordinator updates WebEOC/211 and maintains contact with the responding agency.
9. The position will be filled on a rotating schedule, with 3-deep coverage. Each Coordinator will cover a specified period of time with the other coordinators available as back up.
10. ICS 100, 200, and 700 are strongly recommended.

VI. Long Term Recovery/Unmet Needs

A. Defining Unmet Long Term Recovery Needs

1. A need that results from disaster or crisis as defined by Noble County.
2. May include loss of home, injury, income, vehicle or household good.
3. Is NOT a pre-disaster condition.
4. Is NOT an ongoing social issue.
5. Is considered a basic life need for food and shelter (safe, sanitary and secure), essential transportation and income.
6. Is identified by the client, verified by the case manager, and agreed upon by the Unmet Needs Committee.

B. Case Manager Responsibilities

1. Work with the client to identify needs and create a long-term recovery plan.

2. Identify client's own resources including government and community resources.
3. Identify remaining unmet needs.
4. Present the needs to the COAD's Unmet Needs Committee.
5. Communicate back to the client the needs being met through the COAD and remaining unmet needs while offering possible solutions (referrals) for the client to pursue.
6. Close the case by verifying that the needs were met.
7. Maintain case management process paper work.

C. Client Responsibilities

1. Be willing to accept own responsibility and role in recovery process.
2. Be prepared to cooperate with case manager by providing truthful and complete information about resources and situation.
3. Assist the case manager by filling out the forms and providing ongoing contact information.
4. Be willing to search out referrals and recommendations from the case manager.
5. Provide documentation and verification necessary for the case management process.
6. Accept that there is no guarantee that all needs will be met.

D. COAD Responsibilities

8. Keep current information on COAD organizations and resources available
9. Partner with other area organizations when appropriate.
10. Consider case manager recommendations and present them to the Unmet Needs Committee.
11. Match unmet needs and resources to meet those needs.
12. Communicate back to the case manager provisions through the COAD.
13. Not responsible for referrals.
14. Should not retain any personally identifiable information.

E. Case Management Process

1. Screening for disaster-related news
2. Case Manager interview with Client
3. Verification of information
4. Develop a Recovery Plan for the Client
 - a. Client is referred to seek out resources in the following manner:

- i. Voluntary Agencies for immediate needs such as food, shelter, clothing and medical needs
- ii. Insurance such as Homeowners
- iii. FEMA Housing Assistance
 - 1. Temporary Housing Assistance – applicants can receive financial assistance to reimburse lodging expenses and/or rental assistance for up to 18 months or the program maximum, whichever occurs first. Applicants can receive direct assistance such as a FEMA mobile trailer for up to 18 months.
 - 2. Repair Assistance – owners can receive financial assistance for repairs
 - 3. Replace Assistance – owners with destroyed homes can receive financial assistance towards the purchase of a new home.
 - 4. Permanent or Semi-Permanent Construction – owners with destroyed homes can receive direct assistance or financial assistance for the construction of permanent or semi-permanent construction
- iv. FEMA/State other needs assistance (Assistance for medical, dental, funeral, other)
- v. SBA Income Evaluation (Repayment Capability) – to determine if client can qualify for a low interest Small Business Administration loan
- vi. If denied by SBA:
 - 1. SBA Referral – FEMA/State Other Needs Assistance – personal property, moving and storage, transportation, group flood policy
 - b. Remaining needs are presented to the Unmet Needs Committee.
- 5. Case Presentation to Unmet Needs Committee.
- 6. Referrals to agencies to meet unmet needs.
- 7. Follow-up and case closure.

VII. After Action Review

An After Action Review (AAR) is a structured review or debriefing process for analyzing what happened, why it happened, and how it can be done better, by the participants and those responsible for the project or event. The AAR is a professional discussion that includes the participants and focuses directly on the tasks and goals that were set. It is not a critique. In fact, it has several advantages over a critique:

- It does not judge success or failure.

- It attempts to discover why things happened.
- It focuses directly on the tasks and goals that were to be accomplished.
- More employees participate so that more of the project or activity can be recalled and more lessons can be learned and shared.

The AAR does not have to be performed at the end of an incident or event. Rather, it can be performed after each identifiable benchmark within the response, thus becoming a live learning process.

1. Formal - Formal AARs are normally conducted at a scheduled meeting within a reasonable timeframe after the incident or event. Participating agencies are normally represented by one or two persons and are bringing the collective comments from their people.
2. Informal - Informal AARs are whenever possible conducted during or at the end of the incident or event and all available personnel are invited to participate. These are sometimes referred to as a "hot wash". This type of AAR has the advantage of getting everyone's thoughts while they are fresh in their mind.

Regardless of the type of review that is conducted, the following questions should be asked:

- What was planned?
- What actually occurred? (facts not judgments)
- What went well and why?
- What can be improved and how?

From this discussion, an After Action Review and Improvement Plan (AAR/IP) is developed. The president of the Noble County COAD will be responsible to see that this process takes place.