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A HANDBOOK

Lessons Learned from Past Natural
Disasters

To Help Your Agency

Recover from a Disaster

and to

Prepare for the Next Disaster

Introduction

Experience is the worst teacher -- it gives the test before presenting the lesson.

-- Vernon Law

The purpose of this Handbook is to help you and your agency recover from the last disaster and prepare for the next natural or other disaster in your community. This Handbook provides a series of action steps which, if taken, will increase your disaster preparedness. The action steps become part of (1) your agency preparedness plan, and/or (2) your personal preparedness plan.

In recent years, more than one-third of agencies funded under the Community Services Block Grant (almost 400 agencies) have been in an area declared a disaster area by the President of the United States. This includes: Hurricane Hugo (1989) the Loma Prieta Earthquake (1989), Hurricane Andrew (1992), Hurricane Iniki (1992), Typhoon Omar (1992), the floods in the midwest (1993), and the Los Angeles, CA area earthquake, January, 1994.

The state and local agencies funded through the CSBG played an important role in many communities during the immediate response to the disaster and in helping their communities to recover. It is not the purpose of this publication to describe those significant achievements; they are documented in the media, in reports submitted to HHS and the U.S. Congress -- and most importantly in the hearts and lives of the people who were assisted.

The Office of Community Services in the Department of Health and Human Services, Administration for Children and Families sponsored a project to identify the "lessons learned" from past disasters. The purpose is to help CSBG funded agencies to be prepared so that they can be even more effective in future disasters.

The lessons learned were gathered from more than 100 CSBG funded agencies that responded to a survey. Each of them prepared a case-study that reported on the nature of the disaster, the responses of other local agencies, actions taken by their agency and what they would do differently next time. Because most of the respondents were CAAs this report often refers to "CAAs" when describing the entire group of respondents.

A summary of these case studies was one of the topics covered at a special meeting of representatives of CSBG funded agencies. The meeting took place in September, 1993, in San Diego, CA. Participants included representatives of HHS/OCS, the National Association of Community Action Agencies (NACAA), the National Association of State Community Services Programs (NASCSPP), the Association of Farmworker Opportunity Programs, the Council of Florida Farmworker Organizations, State CSBG Administering Agencies, CAAs from several states, and staff and consultants from the Center for Community Futures. The participants also reviewed materials from FEMA, the Red Cross, and the National Association of Voluntary Agencies in Disasters and other background materials for this Handbook.

In some cases, an important lesson comes from a single agency. In other cases the

lesson comes from several agencies. Thanks to all of the participating agencies and individuals for their insights and advice, and we apologize in advance if we have missed any important issues. The perceptions of these local agencies were gathered and interpreted by the Center for Community Futures. This Handbook was prepared under a small business competition contract, # 105-93-8223, from the Department of Health and Human Services, Administration for Children and Families, Office of Community Services. This contract was awarded to the Center for Community Futures, PO Box 5309, Berkeley, CA, 94705, 510.339.3801. The principal investigator was James I. Masters. He was ably assisted by colleagues Arrietta Chakos, Cheryl Cromwell, John Johnston, Chris Rossomondo and Teresa Wickstrom. The views contained herein represent the views of the CSBG agencies and the Center, and do not necessarily reflect those of HHS/ACF/OCS.

To help you organize your activity at the local level, this Handbook uses the same disaster planning framework that is used by the Federal Emergency Management Agency, the Red Cross and most other emergency management agencies. The emergency preparedness literature describes disasters as having four overlapping phases:

Response. The first minutes, hours or days after the disaster.

Recovery. Getting back to "normal" -- or better! This takes place over a period of days, weeks or months.

Mitigation. Minimizing the possibility of damage from the next disaster. This takes place between disasters.

Preparedness. Getting ready for the next disaster. Hopefully this is a process that takes place on a continual basis.

This Handbook begins at the peak of the danger, when a large-scale disaster is underway. This could be a hurricane, tornado, earthquake, snowstorm, or other large-scale disaster. It could be a natural disaster or a human-made disaster. The reader continues in the response phase in which the need for emergency first aid, health and safety issues are addressed, and when search-and-rescue begins. Then the reader moves to recovery from the disaster. This is the largest section of this Handbook because this is where local human services agencies focus most of their efforts. From there the reader moves to mitigation efforts to reduce the effects of the next disaster. In each situation, we are looking at "lessons learned" that may help the reader to increase the preparedness of his or her agency for the next disaster.

At each phase of the disaster cycle there are situations that limit or prompt agency action and where the "lessons learned" by state and local agencies provide a basis for future action. These situations are the topical headings on this Handbook. For each situation the Handbook presents one or more recommendations in the form of action steps based on the lessons learned. We hope these lessons learned will be helpful to state and local human services agencies.

The lessons learned are presented under each situation. Each of the fifty-nine recommended action steps flows from one or more lessons learned. Each action step is

presented in bold-face type. There are some basic ideas that underlie the action steps.

- ** Agencies that engage in joint planning with FEMA and the Red Cross BEFORE THE DISASTER HITS move into action more quickly and function within the coordinated community-wide response more effectively.
- ** Even a little bit of preparedness planning goes a long way. Agencies that have even a rudimentary contingency plan about what staff should do and that have a back-up communications system continue to function. For others, when the electricity and phones are out -- it can be a show-stopper.
- ** Strong communities respond with a spirit of self-reliance and neighbor helping neighbor. In others, people respond mostly as victims and wait for somebody to come help them. Nurturing the spirit of community and strengthening community institutions creates a response capacity that can carry forward into the recovery phase as well.
- ** Agencies that pay additional attention to the stresses on and personal needs of their staff and volunteers dramatically increase their effectiveness.
- ** Some agencies use the disaster to initiate long term strategies to help people escape poverty. Others limit themselves to meeting basic needs for food and clothing.
- ** Local agencies want their state funding agencies and state and national associations to help coordinate the "mutual aid" response from within the CSBG network, including, for example, recruitment of volunteers, providing supplementary staff, and coordinating the flow of goods to the disaster area.

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HOW TO USE THIS HANDBOOK

This Handbook can be used to help you recover from the last disaster, and to help you prepare for the next disaster. This handbook can be used to identify a few key issues for your agency, or it can be used to develop a more comprehensive disaster plan. It can be used to help narrow the types of activities in which you will engage, or to expand them beyond your current thinking.

1. Put a check mark next to the items on which you will take action. These automatically become topics in the disaster plan for your agency and/or your personal disaster plan.
2. Use the margins to pencil-in other things you should do on each issue.
3. Ignore the items that are not relevant.
4. As you write down the actions you will take on each item, you are creating portions of a written plan.

IF YOU ARE GOING TO DO COMPREHENSIVE PLANNING

5. A framework for an agency disaster plan is in Appendix C. Agency plans typically are ten to fifteen pages in length. A fill-in-the-blanks type personal plan for an Executive Director is in Appendix D.
6. Once you have written your agency plan, discuss it with your staff and board. Create a "task force" or a "disaster planning committee" to improve it.
7. Obtain approval of the plan from your board.
8. Train the staff members in their duties under it.
9. Create Memorandums of Understanding (MOUs) with other agencies with whom you need to coordinate in a disaster.
10. Implement your plan when the "big one" hits.
11. Update the plan periodically through conversations within your agency and with other agencies.

The Handbook begins as the disaster hits. In emergency planning terminology this is the beginning of the response phase.

Phase 1. The Response Phase

The response phase begins the moment the disaster hits your office. People make decisions about evacuating the building. As the disaster subsides, they begin to dig out, to give each other First Aid. The local emergency operations plan is activated and search-and-rescue activity begins. Here are nine situations in the response phase and some possible actions for each.

Sometimes you get a warning, sometimes you don't. One of the first things that happened to more than half of the local agencies funded through the Community Services Block Grant when the "big one" hit was:

Situation I: The electricity went off and the lights went out.

You, like Abe Lincoln, can read a book in front of a fireplace, but you can't:

run a microcomputer,
type checks,
run refrigerators and freezers,
cook on an electric range,
use other kitchen appliances,
run a washing machine,
pump gas into your vehicles,
use a "centrex" type phone system if it needs electricity.

If the power outage only lasts for an hour or so it is an inconvenience. If it lasts for several days, this is big trouble.

EXAMPLES: Dorothy Rollins from Metro-Dade County (FL) CAA reports that after Hurricane Andrew "Power was out for up to two weeks in many places."

Freddie Williams from Pee Dee CAA in Florence, SC reports that after Hurricane Hugo, "Electricity was out for days."

John Reedom, SMILE CAA in Lafayette, LA, reported: "No electricity for at least two weeks."

a. _____ Get a gasoline-powered electric generator that will run your microcomputers, phone system and other "must have" equipment.

A small one costs about \$400. Add up the number of watts you must have and buy

enough generator(s) to provide them. Buy ten or twenty gallons of gasoline and store it in a safe place. Keep your vehicles fueled up; there's some extra gas right there.

EXAMPLE: The Dade County CAA has moved many of their fiscal functions to an inside room on the second floor in a hurricane proof building. When they receive a hurricane warning, they back-up the hard drives of the microcomputers at all their locations and move the back-up discs or tapes to this safe location.

With a generator, they would be able to resume operations immediately.

Getting the telephones back in operation is also a top priority. Most local telephone companies have their own back-up generating capacity to power their switching equipment and the telephone lines. If your phone is connected directly to their system and they still have power, then the phones in your office may be working even if the electricity in your office is off.

However, most offices that have several multi-line telephones also have their own switch box, about 8" x 8" x 12", typically located on the wall in a closet or storeroom. This switch box is either hard-wired into or plugged into a wall socket that is part of the same electrical system as the rest of your office. If the electricity in your office is off and you have one of these "centrex" type telephone systems, then your phones won't work because your system needs its own power IN ADDITION to the electricity the phone company must have to make their equipment and lines work. So a generator could provide power to your centrex system. Plug the power cord from your little "centrex switch box" into an extension cord from the generator and you are back in business.

You should also check the line(s) you had installed for a FAX or modem. Since many of the centrex-type systems built before 1990 don't like FAX machines and modems, when the phone company installed a telephone line specifically for a FAX or modem they often bypassed the centrex-type system and connected that line directly to the outside. If the phone company has power and is operating, this FAX/modem line would give you an outside line even if the electricity in your office is off and the centrex is down.

Your generator will not provide enough power to replace the power normally provided by the phone company. If the phone company is without power, regular phones won't work.

Car phones or cellular phones use batteries to transmit to microwave uplinks that have their own power supply, so they usually continue to work. You may want to invest in at least one such phone.

Situation II: The water rises, the wind increases, the earth shakes. As the disaster continues, people say "this disaster is really happening now! Do we stay here or evacuate?"

a. _____ **Get the Red Cross or FEMA pamphlets on how to do "duck and cover" and how to avoid the other dangers during the disaster.**

Both FEMA and the Red Cross have excellent informational materials on how to protect yourself personally during the disaster. That material is the starting point for personal preparedness.

b. _____ **Discuss escape routes in staff meetings. Remember that emergency exits must be open-able from the inside.**

You may have to evacuate the premises. If you want an excellent example of how to do an evacuation plan for a specific location or facility, obtain a copy of the plan that was prepared by your local Red Cross for the facility they occupy. Most school systems have this type of plan, too. Use them as models.

c. _____ **Note the location of your fire extinguishers, fire hoses and First-Aid kits.**

A minimal investment in emergency gear will help you prepare for future disasters.

EXAMPLE: The Office of Emergency Services in Berkeley, California responded to the disastrous East Bay Hills Firestorm in part by providing first aid kits to over 300 people.

Situation III. As they emerge from the "duck and cover" period, people start asking questions:

Is anybody hurt?
Where is so-and-so?
What about the day-care center? Did it get hit, too?
Where are the keys to the storage room?
What about my family?
Is this facility still useable?
What should we do?

a. _____ **Make sure staff is trained to give First Aid.**

Red Cross runs excellent training on how to provide First Aid.

b. _____ **Make certain staff members know how to contact family members in disaster situations.**

"Call me at my office as soon as you can, or come there."
"Everybody go to Bill's store."
"Everybody call Aunt Thelma."
"Go straight home from wherever you are."

EXAMPLE: In some states, school districts will let high-school age youth go home, others keep all children or at least the younger children under school supervision (a) for up to X hours, or (b) until emergency authorities arrive and take charge of them, or (c) until they are picked up. What is your school's policy?

EXAMPLE: In the 1989 Loma Prieta earthquake (Reference 1) in Oakland, CA the local phone lines were down or jammed. Long distance uses satellites; they were working although AT&T took 50% of the lines "off the top" for emergency work. Aunt Thelma in Los Angeles became the "message board" for her family who lived in Northern California because they could all reach her but not each other.

If staff do not have a procedure to contact their families in place their anxiety level is likely to go through the roof and their effectiveness through the floor. They -- and you -- have to find a way for them to determine the status of their family.

c. _____ Make sure top managers have home phone numbers for all staff.

The corporate culture in some agencies is that the staff members private life remains private. During normal operations this can be respected. In an emergency it may be necessary to "pierce the veil."

d. _____ Have at least one back-up communication system.

You might have (a) at least one cellular phone in each location, because cellular systems use satellites and microwave dishes instead of telephone lines so they typically remain in operation during a disaster, and/or (b) have a system for using "runners" between locations, and/or (c) automatically begin meeting every morning at 8:00 at HQ for contingency planning and assignments.

EXAMPLE: Eastern Shore Area Agency on Aging and CAA in Onancock, VA reports that "All our vehicles have radios...and we can coordinate with Emergency Services and Red Cross."

EXAMPLE: The Berkeley Unified School District bought three cellular phones to be used only in disasters.

e. _____ Have extra keys to every door and vehicle.

Some CAAs reported problems with access to facilities and vehicles when routines were disrupted and people were not in their expected places. Before the disaster hits, make a list of who has what keys. Have a complete set of keys (locked up) in a "key safe."

f. _____ Establish back-up locations for each office.

EXAMPLE: Cameron Community Action of Cameron, LA states specifically in its disaster plan what staff should do for each phase of a disaster. During the warning stage, the office is evacuated. All staff members know when they are to meet back at the office, or the nearest undamaged building if the office is unsafe.

g. _____ Get your agency's name on the list of the priority locations to which utility services are to be restored first and where building inspectors will come on a priority basis.

The utility restoration list usually includes emergency services, health facilities, and governmental and nonprofit agencies whose services are needed for the response and recovery. This list is prepared during discussions between the local emergency preparedness coordinator and the public utilities. Or, it is prepared by the utility in conversation with potentially affected agencies. If you are not already on the list when the big one hits, then when you call the

utility you are just one of the thousands of voices on the phone clamoring for attention.

The same advice applies with regard to re-entry into buildings. Depending on the degree of damage and/or the type of building, it may have to be inspected before it can be re-opened. This is especially true if it is a city or county government building. This inspection may be done by the Public Works Department, Housing Agency or some other agency that has engineers or building inspectors in it. These may be contract employees (architects or engineers) hired after the disaster. Like the utilities, they establish criteria about which types of buildings are to be inspected first, or they make lists of specific buildings to be inspected first. Get on the list to be inspected on a priority basis.

Many private-sector firms and some government agencies have pre-existing contracts with structural engineering companies to ensure that inspection personnel are available to them immediately after the disaster. If you are in a high-risk area and if you have several facilities it may be worth a \$1,000 or so to have a standing contract that "locks-in" this capability.

An excellent publication on "Procedures for Postearthquake Safety Evaluation of Buildings" was prepared by the Governor's Office of Emergency Services, State of California. In the emergency preparedness profession this useful tool kit is referred to by its publication number "ATC 20." (Reference Two.)

Situation IV: As the immediate danger subsides, people start moving.

Most people will move in one of five patterns.

- a. They move at random, without clear purpose.
- b. They move in accordance with specific instructions issued by emergency authorities.
- c. They go home and help their family or neighbors.
- d. They go to the area of worst damage. (Emergency preparedness officials call this "the convergence problem." More on this later.)
- e. They move in accordance with a pre-determined plan.

As people begin to move, and they will move, a big decision is in fact being implemented (whether it has been officially made or not) that will set the direction and tone for your agency for the next several days or weeks.

a. _____ Have a contingency plan in place about what people should do immediately, for the rest of the day -- and for tomorrow.

List the time and location to which staff should report in event of an emergency. Does everybody come to HQ? Do they go to the office nearest their home? What is the policy-in-place **about where people should go?**

In some types of storms, the phones are working but transportation is reduced. In others, transportation is possible but the phones are out. Have a plan in place as part of your "standing orders".

b. _____ The Board of Directors should adopt contingency options for the agency's ongoing operations under different possible scenarios. The Board might delegate additional authority to the Executive Director to function (obligation of funds, authorization of overtime, etc.) when under an Emergency declared by the President or Governor.

The Board, Executive Director and others as appropriate should discuss possible types and sizes of disasters and the agency's role in each of them.

- a. Do you close down until after the disaster has passed and "normal" utility services are restored?
- b. Do you continue operations to the extent possible?
- c. Do you convert parts of your existing operation into a disaster recovery

operation? Which parts? E.g., the weatherization program converts to disaster work full time, Head Start continues to operate but also expands to provide emergency child care, LIHEAP shifts priority to emergency assistance, etc.

d. Do you relocate part of your staff to another location?

Performing their normal functions?

Performing disaster-related functions only?

Some normal and some disaster? Or what?

EXAMPLE: After the flooding in January of 1993, Gila County Community Action Program, AZ, found that unless money could be accessed immediately, it would become more difficult to provide needed services. They talked with the Department of Emergency Services, which may set aside disaster funding for CAAs in the future. Discussions are also underway with the State CSBG Office about planning, roles and responsibilities, and cutting red-tape during a disaster.

If you wait to make this decision after the disaster has hit, then you may or may not maximize your agency's effectiveness and the well-being of your employees. Plan ahead!

c. _____ **The Executive Director may be unavailable. The Board should establish a chain of command showing who is in charge in the absence of the Executive Director or other management staff.**

EXAMPLE: The Community Action Coalition for South Central Wisconsin has included in its disaster plan a line of succession of whom to contact and in what order to contact them. First, the Executive Director is notified; then the Administrative Manager; next is the Community Services Manager; and then the Community Development Manager.

EXAMPLE: The Community Services Department of San Bernardino, California recently revised its disaster planning manual. It includes the line of succession, starting with the Executive Director and going down several layers to the Acting Fiscal Operations Manager. It lists the home address and phone number of each member.

d. _____ **If you have to go to another location, or if you will be in the field for even a few hours your car trunk should already have these items in it (Reference Three).**

_____ flashlight

_____ spare batteries (these become valuable)

_____ canned soda or water

_____ raincoat, warm jacket

_____ boots, extra socks

_____ notebook with pencil, to jot down notes about:

 What you need to do.

 What you did do. (KEEP A LOG!)

_____ work gloves

_____ tools, like a crowbar

_____ backpack to carry this stuff around if your car can not be used

_____ large paintbrush or hand broom, for removal of glass shards

More items for home or office are listed in Appendix A.

Situation V: Within minutes of a large scale disaster, the local Emergency Operations Plan is activated.

Most counties and cities have an Emergency Operations Plan (EOP) that describes how they will respond to emergencies. It describes what the local emergency management system is doing during and immediately after the disaster. The plan has three parts. Part One is the OVERVIEW which includes the method by which the plan was prepared and updated. Part Two consists of FUNCTIONAL ANNEXES, each of which covers a generic disaster response function such as transportation, shelter, health or communication. Part Three consists of APPENDICES that relate to the specific type of emergency (fire, flood, tornado, etc.).

The EOP was prepared with the assistance of the person designated as the Emergency Preparedness Coordinator (EPC). This may be a full-time professional emergency manager with several staff members, or it may be a staff person, such as a Deputy Sheriff, who had this role added to his/her regular job.

The titles of the EOP and EPC vary across jurisdictions but these are key components of every local Emergency Management System (EMS).

And now we come to the central, fundamental and most important element of what happens during and after a disaster. During the emergency the emergency management system does not make plans -- it executes plans that were drawn up weeks, months or years ago. This is important. Except in the most unusual of circumstances, local officials and emergency services providers do NOT make it up as they go along; they follow the plan. If you have been in dialogue with them prior to the emergency, then you may be listed in one or more of the Functional Annexes and you will be called to help out. If you have not previously discussed your possible role, then you are probably not listed -- and you will not be called.

a. _____ Before the next disaster occurs, contact your local Emergency Preparedness Coordinator, Red Cross and others to determine what role(s) your agency can play during an emergency and how that should be described in the plan.

Most of the activity related to human services agencies is described in that section of the plan that called the Functional Annexes. Before, during or after a disaster, you can look there to see if you are listed or if there are other roles you might perform.

b. _____ Review the FUNCTIONAL ANNEXES to your local EOP. Determine how your agency might help and then work with local officials to have your role described in the functional annexes.

Most emergency preparedness plans use the following thirteen categories to organize and manage their response. Each of these is a separate FUNCTIONAL ANNEX to the EOP. These include:

Direction and Control,
Communications,
Warning,
Emergency Public Information,
Evacuation/transportation
Reception and Care,
In-place Protective Shelter,
Health and Medical,
Law Enforcement,
Public Works,
Fire and Rescue,
Radiological Protection (if you are within ten miles of a nuclear reactor.)
Human Services,
Resource Management.

In your community, you may be the lead agency for a particular function. You may be one of many agencies with an identified role for that function. You may be the only game in town -- whatever is going to happen will happen because you do it. You may not be involved at all in some functions.

Under each function, there is a previously agreed-upon list of the roles that different organizations have agreed to perform. If you are not already listed under a specific function, then it unlikely your agency will be called.

c. _____ Review the disaster-specific APPENDICES to your local EOP to see how your functions might vary depending on the type of disaster that occurs.

As a general proposition, response tends to be influenced more by the size of a disaster -- by the number of people affected and the severity of the disaster -- rather than the type of disaster.

d. _____ Know where your EOC is located and how to reach them by phone.

Most counties and cities have a location that is called the Emergency Operations Center (EOC). (Reference Four.) Designated officials and commanders from the emergency services report to this location.

The EOC has a general set of responsibilities, specific goals and objectives, (Reference Five) an emergency response structure, a communications system, a command structure for the emergency services and a plan that goes into action. During the disaster this is the source of periodic briefings for local elected officials and the press. Their phones are ringing off the hook.

The EOC managers are beginning to apply labels to the type and magnitude of the disaster. These labels shape the response. (Reference Six.) They pull the local Emergency Operations Plan (EOP) off the shelf. (Reference Seven.) Typically it is a series of loose-leaf notebooks.

They open the notebook with the Functional Annexes and begin implementing whatever is in each section.

In summary, the **Emergency Operations Plan** is a generic document describing agency roles as they relate to any type of major emergency. The magnitude of the disaster is generally more important in determining the level of the emergency system's response as opposed to the type of emergency. Therefore EOP's are prepared in generic terms.

The **Functional Annexes** describe how local agencies will relate to basic disaster relief functions. These functions will be carried out under the general guidance of the emergency response effort as it is coordinated by the state or local government.

The **Appendices** describe issues that relate to specific types of hazards, e.g. fire, earthquake, flood, hurricane, etc. These can be expanded by subcommittees that add relevant items. For example, the items considered relevant by a "fire" subcommittee would vary depending on the types of trees and foliage, climate, type of housing, roofing materials, etc.

Are the activities you want your agency to perform described in the functional annexes?

e. _____ Think ahead and decide what your agency should do on its own -- apart from your role in the City or County EOP.

Within your own agency, in addition to the role you have worked out and that is described in the EOP, you can develop your own policy or plan that is keyed to each of the sets of activities found in the FUNCTIONAL ANNEXES. Brief descriptions of selected emergency management functions as found in the FUNCTIONAL ANNEXES to an EOP are included in Appendix B. If you follow this same organization structure it will be easy to relate your activity to everything else that is happening under the EOP.

The activities described in the functional annexes are the major portion of the framework of an CSBG-funded agency's complete emergency plan. A complete framework for an agency emergency plan is found in Appendix C.

Situation VI: The Emergency Services Are Committed

The emergency services (fire, police, health services) initiate their response. Within minutes of most large disasters all personnel from the police, fire and health departments are fully committed. They can respond to new calls only as additional personnel report in, or as they finish at one location and are able to move to the next.

a. _____ Be prepared to address the emergency yourself. If your call to an emergency service is more than a few minutes after the disaster started, you may have to handle it at least for a while.

Do you have fire extinguishers? Fire hoses? Community self-help is crucial; people must help themselves and each other!

EXAMPLE: A firestorm in 1991 destroyed more than 3,500 homes in Berkeley and Oakland, CA. Afterward, several community-based organizations purchased their own fire hoses and connectors to fireplugs for direct action if the fire department is unavailable. Work this out with your local fire officials. They can be protective about their fireplugs.

EXAMPLE: Many neighborhood groups in Los Angeles, Berkeley, Oakland and San Francisco have received training from their local fire Department and/or Office of Emergency Services in topics such as emergency preparation, fire suppression, and light search-and-rescue. (Light search-and-rescue is what one or two people can do with their hands and a crow-bar. Heavy rescue requires heavy equipment and teams of skilled workers.)

b. _____ You may have to conduct light search-and-rescue in your office building, apartment house, or nearby.

People will just start digging with their hands. A few pair of gloves and pry-bars, often called "wrecking bars," will greatly expand their capability.

Situation VII. Helping hands are on the move.

Additional fire and police personnel begin to arrive, with their equipment, from dozens or hundred of miles away as "mutual aid" pacts are activated. These are agreements among communities that "we will come help you when you are overwhelmed if you will come help us when we need it." Most of the emergency services (police, fire, health) have mutual aid arrangements, often developed with the assistance of state officials.

EXAMPLE: The Golden Valley Electric Association in Fairbanks, Alaska has put together a Mutual Aid Assistance Agreement that notifies other utilities of a need for additional workers in an emergency. The agreement "reduces red tape, defines roles and responsibilities, and there's no need to negotiate at the time of a crisis."

In areas where the police or fire department are at work, their activity and any interagency coordination is done in a framework known as an "incident command system." At each of these locations there is a person who is the "incident commander."

There may be a symbolic police or military presence stationed in the affected areas "to prevent looting." Stealing from a damaged store is like kicking the owner when he or she is down; it is salt in the open wound. Fortunately the research reports that crime of all types drops dramatically during a natural disaster and that there is usually very little looting. However, if there is any theft at all it is immediately picked up by the media and the rumor mill; you will hear about shoplifting and other crimes that otherwise would not get much notice. In times of crisis it is very reassuring to see people in uniform who we perceive to have some authority over something -- even if we can not control the environment.

The National Guard or military personnel from a nearby base may be mobilized to help with search-and-rescue, debris removal, or other response and recovery tasks. A group like the Mennonite Disaster Service may arrive. In the disasters where the military and the Mennonites have been involved the CAAs have universally positive comments about their presence. They are organized. They have their own command structure. They know what they are doing. Most importantly, they are self-contained; they do not make additional demands on the local infrastructure. They bring their own communications, transportation, food, water and shelter. They bring their own equipment, tools and building materials.

This is in striking contrast to individual volunteers who arrive unannounced. Emergency preparedness officials call this "the convergence problem." Hundreds or even thousands of people spontaneously move to the scene. There are some "rubberneckers" or people who will try to take advantage of the chaos, but many of them are good hearted souls who want to help.

Some may be of immediate help on search-and-rescue, although the emergency services are ambivalent about using people they do not know or who are not from the area. But if the problem is so large that the emergency services are overwhelmed, a person lying under a pile of rubble is going to appreciate it no matter who digs them out.

The real problem comes when you move beyond the first few hours of search-and-rescue and into the recovery phase, and when it is time for these eager volunteers to find a place to stay. Many of them will arrive with no place to stay, no connection with any disaster organization, and no idea about what to do. They have to be interviewed, assigned, fed, supervised, housed, provided with tools and supplies, and transported to and from the work site. Even a dozen unsolicited volunteers will impose major logistical demands on most organizations.

These volunteers come in at least two varieties. One group is the people who just show up. The other group are people from within the CSBG network and who you know are coming. The ability of a local agency to productively use these volunteers can be enhanced by matching individual volunteers with specifically identified needs.

The need for a system to match volunteers to needs was voiced many times by local agencies. State CSBG Offices, State CAA Associations, the National Association of State Community Services Programs (NASCSPP) and the National Association of Community Action Agencies (NACAA) could, either at the national level or in selected states, serve as a clearinghouse and develop a resource bureau or some other type of "volunteer bank" which lists the specific skills and interests of each potential volunteer and matches them up with requests from local CSBG-funded agencies. The Red Cross also has a nationwide "talent bank" for this function. The CSBG network could develop its own system for matching people with agencies or explore a relationship with the Red Cross to utilize their system.

a. _____ CAAs should develop options for recruitment and assignment of volunteers with each other (mutual aid) and through their associations and state and national organizations.

No specific form or methodology for identifying and matching volunteers was suggested by the local agencies, but many of them requested that a system be developed. The NACAA experience after Hurricane Andrew in assisting in recruiting and placing volunteers in Florida provides useful guidance for how to do this.

b. _____ Decide: do you need help with one or more management or program activities related to a disaster?

This is another possible category in the "skill bank." A CAA may want a person to come in for a few days who:

- has knowledge of FEMA programs or regulations or Red Cross operations,
- understands emergency planning or EOC operations,
- can sit down at the microcomputer and produce schedules, or requests for funds or requests for waivers,
- can set up a system for managing volunteers or other temporary residents,
- can create an inventory system for "stuff,"
- can help with fund-raising.
- can handle some other specific assignment,
- can help manage chaos and get things organized.

The Red Cross, Salvation Army, FEMA and other agencies have managers who move from one disaster to another and who help the local agencies refine their plans, get organized and carry out their emergency functions in the most effective way possible. The CSBG network could explore their approaches and adapt them for use within the CSBG.

EXAMPLE: After Hurricane Andrew, a consultant from the NACAA went to help a local CAA organize their system for volunteer management.

c. _____ Your agency should identify the specific skills that are needed and request only the number of people who will satisfy that need.

Make sure the ground rules about housing, transportation, hours of work and other matters are absolutely clear before the volunteer arrives. Ask the volunteer to sign a piece of paper that describes these ground rules. (Reference Eight.)

d. _____ Clarify your role in fund raising before a disaster, or immediately after the disaster.

Fund-raising may be a spontaneous effort run by volunteers, or it may be staffed with a specialist. Typically, the first agency to have a phone number where people can make pledges of money publicized by the media typically gets a big response. Other agencies may perceive this as their historic role or they may want to claim part or all of this role -- or a share in the proceeds.

EXAMPLE: After a tornado in 1985, Mercer County CAA "set up a booth in a mall to collect money. It was staffed from Noon to 9:00 pm daily. We publicized this. We quickly raised over \$3,000. It was suggested we turn over the money and the booth effort to Red Cross and let them handle everything."

Situation VIII:. Agencies Open Emergency Shelters.

If the disaster affects large numbers of people who have been displaced from their homes or who are unable to return to their homes, the Red Cross and other agencies that are identified in the Functional Annex on Shelter of the Emergency Operations Plan (EOP) will open and help manage emergency reception centers or shelters. If managing or helping to manage a shelter is an appropriate role for your agency, then get your agency written into the EOP.

a. _____ Meet with your Red Cross BEFORE THE DISASTER HITS to work out possible roles for your organization as an extender and supplementer to the Red Cross mandate to provide emergency shelter.

The Red Cross received a charter from the U.S. Congress in 1905 to play a leadership role and to coordinate disaster response activity in every community. This role was reaffirmed by the U.S. Supreme Court in 1918.

Many Red Cross chapters are robust organizations with several staff and hundreds of trained volunteers. And, some are small operations with a sign on a door and a part-time employee. Most of them have contingency plans for use of community resources (schools, gymnasiums, warehouses, hospitals) as temporary shelters. (Reference Nine.) During the planning before a disaster the Red Cross officials usually inspect those locations.

Only locations that are already on the list are likely to be used as shelters. Only locations with which the Red Cross has a pre-disaster Memorandum of Understanding, or MOU, are likely to get reimbursement for their expenditures.

As a practical matter, only about 10% of people displaced in a disaster use public shelters. Most stay with relatives or friends or go to motels.

FEMA and sometimes the Red Cross can provide vouchers for use in motels. In addition to motel payments FEMA can also provide tents (within a few days) or trailers (often slow in coming) as "temporary shelter." However, as response shifts into recovery, these temporary clusters sometimes begin to turn into semi-permanent encampments, requiring upgraded utilities and other municipal services. Where housing is limited or where a significant part of the housing stock has been destroyed, the occupants may perceive that there is no place else to go, or at least no desirable place. Are you ready to run a tent city? Ten tents is one thing. Five hundred is something else.

Situation IX: "Stuff" begins to arrive.

Fortunately, most humans are empathetic creatures whose natural impulse is to help others. They see people in need and they want to help. They begin collecting things -- clothing, furniture, food, toys, and on and on to send to the site. Emotionally this seems like the right thing to do.

This is the second dimension to "the convergence problem." Trucks begin to arrive, often unannounced, in the disaster area. The contract drivers may or may not perceive they have a role in helping to unload, but the driver is often "on a schedule" and wants to depart as soon as possible. Staff and volunteers must drop everything and put the stuff -- where? In the CAA warehouse or garage. Or, at the Salvation Army or Red Cross if available. Or, in the CAA waiting room or parking lot if other space is not available.

This is an issue in part because several religious denominations with their networks of churches and other publicly funded human services networks also gather and ship unsolicited stuff. CAAs should coordinate with other local agencies such as, but not limited to, Community Mental Health Centers, employment and training programs, Area Agencies on Aging, the food network, the homeless programs and the affordable housing programs.

The stuff that looked so good going into the truck comes out in a jumble. CAAs that have received these trucks report that there is almost never an inventory so you don't know what you are getting. Stuff is in boxes that are not labeled. There are odds and ends and old clothes that smell funny or are worn or torn or look soiled and are wrong for the climate and who would wear that style anyhow. Some of the building materials that sounded terrific over the phone turn out to be defective -- maybe the donor is dumping this stuff for a tax write-off.

So there is an unloading problem, a storage problem, a sorting problem, a labeling problem, a shelving problem, an appropriateness problem, a potential health problem, a control problem and a distribution problem. All caused by the good hearts who put the stuff on the truck and sent it down the road. As a practical matter, unsolicited stuff adds to the local burden immediately and reduces only a small portion of the local burden - maybe - eventually.

In the worst case, the stuff simply sits and rots. Or, people drive in from miles around and load up their cars and take off. There are questions about favoritism; about who gets called and was the staff given first pick. And yes, some of it actually helps the victims. But the price is high. It is no accident that the Red Cross has switched to a policy of asking people to donate CASH that will be used to buy exactly what is needed at the emergency site by people who are at the site.

You may actually need certain stuff for the response to the disaster or for the recovery phase. And other agencies in the CSBG network may indeed be able to collect it and transport it to you. This is wonderful, IF the network is organized to provide you with specific items you need.

a. _____ Establish a policy within your agency and within the CSBG network that each local agency WILL REQUEST specific items and then the other agencies in the network will see if they can obtain them.

Some hypothetical examples of requests are given here.

"We need 3,000 disposable diapers."

"We need 500 sheets of 4' X 8' 1/2" plywood."

"We need 400 warm blankets -- new or already washed or dry cleaned."

"We need 5,000 heavy-duty garbage bags."

"We need 100 flat-ended shovels."

"We need 100 electric fans to lend to people to help them dry out their houses."

b. _____ For the goods that you get that you do not need -- hopefully another agency will take some or all of it off your hands.

The Salvation Army has a system for processing donated goods. They also have relationships with vendors such as rag-pickers and other businesses who recycle goods. After the donations have been sifted at your agency, one option is to load it on a truck and take it to the Salvation Army for processing. But -- call them first.

PHASE 2. THE RECOVERY PHASE

In the first few hours after the disaster the immediate response activity continues and recovery activity begins. Recovery activity is focused on rebuilding and restoring the community to a level that is at least as good as it was, "to get back to normal." However, for some low-income people, going back to the way things were is not where they necessarily want to go. The disaster may offer an opportunity to help a family or a community to improve its circumstances beyond the previous level, or to make them different.

Situation X: What program activity do we keep doing and what else do we start doing?

During the first few days after the disaster, the agency begins to implement its decisions about its role during the RECOVERY phase while at the same time continuing its RESPONSE activity. RECOVERY activity lasts for a period of weeks or months. It has six dimensions;

1. As part of the community-wide network of agencies involved in recovery.
2. Within your own agency, (facilities, security, heat, glass, records, budgets).
3. Your own staff. Are they now clients? Special time off?
4. Volunteers for whom you are responsible.
 - Who is managing them? How are you covering the costs?
 - Does your insurance have a rider if they are injured or killed?
5. Your existing customers or clients (ongoing services, e.g. Head Start, LIHEAP).
6. New customers or clients. New faces, eligibility issues.

Each of these sets of issues is explored below based on the "lessons learned" by other CAAs.

RECOVERY. 1. AS PART OF A COMMUNITY WIDE EFFORT.

The local elected officials retain the overall responsibility and authority for coordinating most response and recovery activity. They are in charge of developing the plan and for managing implementation of the plan whether FEMA is involved or not. The local Emergency Operations Plan (EOP) is what governs the response and recovery activity. The roles of local agencies were worked out and written down in the plan before a disaster occurs. The City or County Emergency Manager is a key person during any disaster. The Red Cross always plays an important part in disaster relief. And several state and federal programs are also involved.

In June, 1989 FEMA published a Directory of Disaster Assistance Programs. It

lists ninety-five programs located in fifty different federal agencies that are authorized to provide some form of disaster relief. (Reference Ten.) Most of these programs are administered at the state or local level. Some of them are operated directly by a Federal agency.

The role of the Federal Emergency Management Agency, or FEMA, is widely misunderstood. FEMA is not there to "take charge." The local officials continue to run the disaster response and recovery effort. FEMA is not there to make all the victims whole again -- to compensate everybody for all their losses. The U.S. government is not the insurer of last resort nor is it the guarantor of total recovery. FEMA is not the funding source of all needed restoration.

FEMA helps to coordinate the response of the Federal agencies. FEMA directly administers some loan and grant programs. FEMA establishes and coordinates (along with state officials) the operations of the Disaster Assistance Center. (DAC). FEMA can also provide emergency shelter (tents and trailers) and vouchers for emergency housing (motels, hotels). FEMA can provide mental health counselors.

FEMA also provides funds to public agencies and their contractors for clearing debris and repairing roads and bridges on a matching share basis. The Federal statute calls for a 25% state or local match, although in recent disasters only a 10% match has been required. FEMA provides other types of assistance to state and local governments as well. A more complete description is found in the "Robert T. Stafford Disaster Relief and Emergency Assistance Act and Miscellaneous Directives of PL 100-707," reprinted by FEMA.

But before it can provide any assistance, FEMA must be authorized by the President to begin to operate in the disaster area. If the local and state elected officials certify to FEMA that the disaster is beyond their means to handle it, then FEMA must go through a review process, as required by the U.S. Congress, to verify that this is the case. FEMA cannot begin this review unless and until requested to do so by the Governor. If the analysis performed by FEMA shows that the disaster qualifies, then FEMA will recommend to the President that a Presidential declaration of emergency or disaster be issued. Only the President of the United States can issue this declaration. In the past 20 years, over 700 disasters have been declared by U.S. Presidents. It is only after this declaration is issued that FEMA is authorized to provide any type of relief at all. (Reference Eleven.)

The primary reason for this rigid policy is the statutory requirement that the local and state officials are supposed to be beyond their capacity in terms of their ability to deal with the situation and to have specifically requested Federal assistance before FEMA can become involved. It can take some time to determine if the state and local officials qualify for Federal assistance. Another reason is that FEMA evolved out of the cold-war Civil Defense machinery which was closely identified with the military. Only the President has the authority to order U.S. military forces into action in a domestic situation, so FEMA waits for orders from above.

A 6.6 earthquake hit the Los Angeles, CA area on January 17, 1994 at 4:31 am. By late that afternoon, Governor Wilson sent President Clinton a letter estimating damage at "between fifteen and thirty billion dollars" and requesting the President declare a state of

emergency. Approximately ten hours after the disaster occurred, the President declared the emergency. This was FAST! For the largest of disasters there is television coverage and other evidence available and FEMA's analysis takes only a few hours; for smaller size disasters it can take several days to several weeks to complete this process.

The public clamor for quick Federal action has intensified in recent years. The expectations and hopes that many people have about the Federal role and the FEMA role continue to expand more rapidly than the mandate or the resources provided to FEMA. Remember, FEMA is there to only to supplement, not to federalize, the state and local efforts.

FEMA has a small contingency fund it can begin using after the President declares the disaster, but the major portion of the money FEMA will ultimately distribute must be appropriated by the Congress, usually in stages that begin after the official damage assessments are completed.

The public clamor starts immediately after the disaster and is echoed by the media -- "Where is FEMA?" The FEMA Regional Director and other staff typically go to the area immediately and meet with state and local officials as soon as they can. After the Presidential declaration when FEMA does officially open for business, for example by beginning to establish the Disaster Assistance Centers, some local agency representatives are already stressed out by the disaster and angry at everybody including FEMA "for not getting here sooner" and tell them so, thus getting off to a bad start.

a. _____ When FEMA staff arrive, tell them "We're glad you are here." Read the leaflets that describe what FEMA can and cannot do. Read the FEMA rules for the Individual and Family Grant program.

Upon issuance of the Presidential declaration, several things happen quickly. FEMA often sets up an 800 number hotline to explain various government benefits. Often it will take applications for the IFG program over the phone in the few days after the President has declared the disaster but before the Disaster Assistance Center is opened or for a few weeks or months after the date that the DAC is closed. Or, if in a smaller-scale disaster no DAC is opened, FEMA does it all over the phone. The opportunity to apply for FEMA assistance is time-limited. A date is set after which applications are no longer accepted.

The Small Business Administration can begin making low-interest loans to help businesses during the recovery phase. Both the Farmers Home Administration and SBA can make loans to individuals to replace personal property and to homeowners to repair housing. SBA can also make loans to repair or replace vehicles.

After the person goes to SBA to see if he/she can get a loan, those ineligible for an SBA loan can then go to FEMA to apply for a Individual or Family Grant (called the IFG Program). The IFG can be used by the recipient to remove debris, for household furnishings, appliances, repair or replacement of vehicles, clothing, medical expenses and several other types of eligible activities. This is a means-tested program for low-income people. "This program is NOT

intended to: provide assistance that is covered by insurance; restore the recipient fully to pre-disaster condition; provide nonessential, luxury or recreational items; replace losses one-for-one; or pay bills pre-existing the disaster." (Reference 11, page 33.) It is NOT for business losses, improvements to real property, or landscaping.

The IFG grants can be up to \$12,000 depending on what the applicant has lost. (The dollar ceiling has been as low as \$5,000 and as high as \$15,000 in the midwest floods. Congress often changes the limit.) The typical FEMA grant in the 1994 Los Angeles (Northridge) earthquake was about \$2,000 for renters and \$3,000 for homeowners.

If the application is approved, a check is mailed, usually in 5 to 10 working days. FEMA does not make restitution for all losses -- although many people wish it would, hope it might and make public statements that FEMA should do so.

The IFG program is a transfer-payment program like AFDC has at least as many rules. It is important to note that if a person is found to be ineligible after a grant has been given, he/she must pay the money back to the U.S. Government.

The Federal Coordinating Officer (FCO) for that disaster is named by FEMA and will officially surface only after the Presidential declaration. The FCO will act as FEMA's coordinator for that disaster. The FCO comes to the community and stays there for several weeks or months.

b. _____ Find out who the FEMA Field Coordinating Officer (FCO) is.

Most FCOs go from disaster to disaster; they are not usually local people. The primary reason you need to contact the FCO is if you anticipate being part of one or more of the Disaster Assistance Centers. The FCO will supervise the organization of the DAC(s). The State Office of Emergency Services (OES) and a FEMA DAC Coordinator also help to organize and to manage each DAC. The DAC may be in a storefront, a gymnasium or other large space.

The FEMA DAC Coordinator reports to the FCO, who reports to the FEMA Regional Director. The State OES person reports to the Governor.

FEMA does provide some services itself, but these take place in a larger sequence of services. The sequence has been established by the U.S. Congress and FEMA regulations. Affected individuals must first go to their private insurance. Then they must go to SBA for a loan. Then they must go to the Red Cross and other relief organizations for whatever assistance they have. They must get whatever they can get or be turned down by these other entities before they go to FEMA, and only then can they go to FEMA. The required sequencing is actually even more complicated than this, but the point is that while FEMA administers the Disaster Assistance Center (DAC), FEMA's own relief programs are small (but important) cogs in the wheel.

FEMA used to rely on the local nonprofit agencies to do outreach and to provide administrative staff for the DACs. In recent years they have begun contracting for use of state staff or recruiting their own staff for DAC operations.

The programs FEMA administers have become very complicated and it takes staff with training and experience to run the programs in compliance with the regulations. The downside is that many of these employees are brought in from outside the community and may not be familiar with local conditions or speak all the local languages.

Furthermore, FEMA is not there forever. The DAC is a temporary system that will operate at the disaster site a few weeks or months; then it is dismantled.

Whether or not your agency and programs are a part of the local system of disaster relief and are located in the DAC depends in large part on (a) the decisions your agency has made about what role it wants to play, and (b) whether or not you have worked out your role before the disaster (1) directly with your Federal Regional FEMA personnel and with the local chapter of the Red Cross, and (2) with state and local emergency preparedness officials in the preparation of the EOP.

When meeting with FEMA, be aware of their definitions of "emergency" and "special needs populations." People in the human services tend to define "special needs populations" as being only people with a disability, or senior citizens, or people who do not speak English. The FEMA definition of "special needs populations" includes -- low-income people. Since FEMA defines low-income people as having special needs, when you are in planning meetings with FEMA you can legitimately propose ideas to help FEMA meet the needs of this population group.

In a large-scale disaster the big question that your agency must answer is -- what is your agency going to do?

Given your mission:

Given that everybody needs everything:

Given that the needs totally overwhelm your abilities:

Given that your staff is stretched to the breaking point:

Given that you could spend every cent in your budget tomorrow and not have anything left for the rest of the year:

What roles should your agency play?

About 80% of what CAAs do after a disaster is a lot like what they were doing before the disaster, but they do it for more people and for longer hours. About 20% of what they do is new.

RELATING DISASTER RESPONSE ACTIVITY TO YOUR MISSION. The perception of your agency's mission by you, your board, your agency's staff and key stakeholders is crucial. Do you only engage in activity that clearly furthers your own mission? Do you only engage in activities that help people become self-sufficient, by using the crisis to accelerate a development process of escaping poverty? Do you set-aside your agency's mission, and temporarily assist another agency to perform its mission, like the Red Cross? Do you modify your mission so that you provide large quantities of "basic stuff" which, while people may need it, will not take them beyond where they were before, or may not even take them back to where they were before? These are tough decisions. That is why CAAs have Executive Directors and

Boards of Directors. Items "c" through "I" below list some of the program options your agency might select as part of the community-wide effort.

c. _____ Decide: is your primary agency activity going to be to provide basic needs, like foodstuffs, clothing and shelter? (Reference Thirteen)

If you are going to provide assistance for basic needs, then you should have staff located in the DAC or connected to it. You will have to work out your role and where your agency is in the sequencing of services with both FEMA and the Red Cross. The sequencing will vary in each disaster and maybe even from DAC to DAC within a disaster area.

ISSUES: The definition of an emergency in the disaster plan in your area may differ from what people in the community perceive is a disaster. More specifically, the FEMA definition is fairly narrow and focuses mostly on physical danger, including potential injury and loss of life. Once the life-threatening part of a disaster has passed, the "emergency" has been significantly reduced from the FEMA perspective. From a human services perspective, the "emergency" may have just started. The state or local definition of what constitutes an emergency for a community or an individual may also be far more limited than what local people perceive the government should do for them.

The general public's definition of "emergency" seems to have expanded rapidly in recent years to include almost any dislocation due to natural disaster, any loss of material goods or any other unmet basic need. This may put your agency squarely in the middle between an expanding set of public expectations and limited amounts of resources that are actually available in response to the disaster.

There is another area where your role as an advocate and catalyst for community action may be relevant. This is to help people in your community to answer the question: "For what types of losses should the government provide compensation?" Which unmet needs should be addressed through a disaster response effort as opposed to some other type of effort? In the January, 1994 Los Angeles earthquake, about 20,000 people were made homeless. An estimated 200,000 people in the metropolitan area were already homeless. Do the temporary shelters serve any homeless person who shows up, or only those who were recently made homeless? If a "formerly homeless" person is housed, are they eligible for the re-housing grants provided as a result of the disaster? The debate about which services illegal immigrants should receive could precipitate changes in the types of services that are provided after an emergency. There is also a debate about societal responsibility for paying for losses for people who live in high-risk areas but do not get their own insurance.

PROBLEM: are we ready for society to assume the role of provider of most or all unmet needs, even on a temporary basis? There are no clear boundaries on this type of role. **NEEDED:** More rigorous definitions and clear "communitarian" thinking about what the individual and the community should try to do for each other.

More specifically, does your agency have its own definition of an emergency? Or, do you automatically follow the lead of the local elected officials and treat only the situations they

have declared as an emergency as being an emergency for your agency? Do you have a separate definition? A period of intensely cold weather, for example, might create an emergency situation for large numbers of people who are homeless. An eviction certainly creates an emergency for that family. Some low-income people face events frequently that might be defined as an emergency.

d. _____ If you are going to try to meet basic needs, then before the disaster get involved with the Red Cross in discussing your role in meeting those types of needs.

The Red Cross has the primary mandate for organizing and managing disaster relief. Some CAAs work closely with the Red Cross in a coordinated effort to provide these services to the community. In a few cases CAAs have also been designated as the local Red Cross; they provide the leadership and staff for the local chapter.

e. _____ If you are going to respond to basic needs, then get involved with your state-level chapter of the Voluntary Organizations Active in Disaster. This can be a useful role for a State Association.

Increasingly, the agencies affiliated with the National Voluntary Organizations Active in Disasters (NVOAD) are being recognized as an additional vehicle through which relief efforts to provide for basic needs will flow. These include the Salvation Army, Society of St. Vincent De Paul, Catholic Charities, and several other religious denominations. The National Association of Community Action Agencies (NACAA) is in dialogue with NVOAD at the national level. The actual delivery of services is coordinated through State-level VOAD chapters. Get the address of your state chapter from the NVOAD, 17th & D Street, NW, Washington, D.C. 20006 202/737-8300.

f. _____ Decide: is your staff going to work in an office or in the field? Or both?

Are your crews going to be involved directly in clean up? If yes, where? Of public places? Of private homes?

Are you a "mission extender" for the public works department, i.e., do you help them accomplish their mission? Do all agencies "pitch in" to make the roads passable again? Or do you do something else while they are doing that? What does your area disaster plan say about this?

g. _____ If your agency wants to help to clean up, then coordinate your activity with the public works department or other entity that has the lead role, as identified in the Emergency Operations Plan (EOP), for this part of the response effort.

The plan identifies the coordinating agency, and lists private contractors, nonprofit agencies and others who have agreed to be called as needed. FEMA can reimburse agencies for much of this work if it is done under the auspices of the EOP. (Reference Fourteen.)

HEAVY gloves and boots and thousands of garbage bags are needed. If you are working with Public Works, they will provide much of this equipment and will handle disposal. If you are not, then you must get your own gloves, equipment and other supplies. Disposal of refuse is another instant problem. Where do you put the downed trees, roofs, sheetrock and all the rest of it?

h. _____ Seize the opportunity to put large numbers of people -- the CAAs' low-income constituency -- to work on socially useful and paid work.

Can you put clean-up teams of youths or adults out there doing this important work? Create a temporary jobs program that focuses on clean up and repairs. Be visible -- wear T-shirts or jump-suits with the agency logo. This type of program does five things. It:

- * gives that individual income;
- * helps clean up the houses, businesses and community;
- * aids in stabilization of the worker's family,
- * instills a sense of community in the individual, and
- * this activity is clearly related to the CSBG mission.

EXAMPLES: The Coalition of Florida Farmworker Organizations (COFFO) hired youths to assist in clean-up and home repair work. They used funds from the Job Training Partnership Act and the DIRE emergency funds which came through CSBG to pay for this.

Several CAAs in Iowa created clean-up crews after the 1993 floods.

i. _____ Help people prepare a plan to become more self-sufficient.

For a small number of people, the resources available to them after the disaster (insurance, loans, grants, temporary or permanent jobs) may be a "ticket out" of poverty -- and perhaps out of the area, too. Are there a few people for whom this disaster is a solution to other problems?

j. _____ Move into a new program area.

The roles, missions, mandates and definitions about which agencies do what type of work in the community will suddenly be overwhelmed. Expansion into new areas is possible.

Are you going to take your clean-up crews and have them begin doing minor home repairs and move on from there to renovation and restoration? The demand is certainly there. This may be your entry into the fields of housing repair, rehabilitation or development. Other activities started by CAAs after a disaster include contract hauling, public transportation, and day-care.

Some of the agencies from areas that experienced a severe disaster report that the stresses of disaster may result in increases in substance abuse, child abuse, spouse abuse, desertion, and weight gain. Ms. Almetra Franklin, Executive Director of the St. Mary's Parish CAA, said:

"We realized how much violence was increasing. The amount of substance abuse also went up, to our surprise. People were acting out in response to the stress." She went on to describe the new program they created.

EXAMPLE: After Hurricane Andrew, the CAA opened a substance abuse clinic, collaborating with evangelist church and the local human development agency. They also used the treatment activity in the clinic as an opportunity to encourage youth to stay in school.

Other possibilities include creating home-grown businesses in your agency or with clients doing clean-up, landscaping, rebuilding parks, pest control, or getting flooded automobiles running again.

Learn the rules of other programs and their appeal procedures. One option is to become an advocate for people who are caught up in the bureaucratic systems of other agencies.

Another possible program area is consumer education and advocacy. Some businesses will raise prices for hotel rooms, food or other supplies. An emergency declaration can sometimes be used to prohibit dramatic price increases.

Small contractors flock to the disaster area. Most are legitimate businesses. Some may be from outside the area and are unfamiliar with the local building codes. A few of them will take deposits from homeowners, often senior citizens, and go off to buy materials and never come back. A few just do shoddy work. One element of consumer education can be to help people learn about how to avoid problems like these.

Some of the services that CAAs provide before the disaster that take on new meaning include transportation to find new housing or rent deposits. Budget counseling takes on special meaning for a family that had little and suddenly receives a large check from FEMA, for example, \$12,000. This can be an opportunity for a new start or in a few cases a pathway to even more problems.

New organizations are often formed out of a disaster and jump into the recovery business. Then they become new 501-C-3 organizations with subcontracts for various services. Then they compete with the older nonprofits. Existing agencies must aggressively "re-sell" their role and their ability to provide needed services, or the funds may go to new groups or existing groups which are themselves seeking to expand their role. There is competition.

k. _____ Initiate action for coordinating disaster response activity and/or for a long-term, coordinated community development effort in a given geographic area.

Engage people in a community-problem solving process. Get residents and agencies involved in self-help and mutual help. This may be a chance for people to improve a severely depressed area and make it the kind of community people want.

EXAMPLES: The CAAs in Honolulu, HI and St. Mary's Parish, LA -- and COFFO, the coalition of migrant organizations in southern Florida -- all created new "coordinating committees" of local service agencies. One of these bodies met daily at 8:00 am for several weeks to coordinate response activity. The CSBG agencies helped organize and manage these bodies.

The disaster planning literature suggests that you cannot avoid conflict among agencies and individuals; but that you can actually learn to use that "natural" conflict to improve the planning outcomes.

L. _____ Pick a time certain when you are going to officially stop providing some types of disaster response and/or recovery activity.

When do you stop doing response or recovery? Does your agency just keep doing it forever? It takes months or years for a house to stop smelling like mildew after a flood. How long do you keep going back?

Agencies that have experienced direct damage themselves or whose employees have experienced direct damage tend to engage in activity they label as "disaster related" about twice as long as agencies where there was no personal damage. There is no right or wrong here; this is just a policy decision to be made.

In addition to the recovery work in the community, there may be a need for recovery inside your own agency as well. That possibility is covered next.

2. RECOVERY WITHIN YOUR AGENCY.

m. _____ Identify the individual(s) in charge of your internal recovery plan.

Repairs and other recovery work inside your agency are a major "special project" in and of themselves and require assigning one or more people to manage that process. For all types of disasters, about 35% of CAAs experienced direct damage to their own facilities. In most storms everybody gets hammered. Think about window coverings, heat, security, protecting records.

EXAMPLE: People from Florida who experienced Hurricane Andrew say that for the first few days just cleaning up the broken glass was a major challenge. And, people get cut when cleaning up broken glass.

n. _____ Identify the individual(s) in charge of record keeping as it relates to the disaster.

It seems mundane to worry about boxes of paper during a crisis, but the crisis does pass and the auditors do come. There are two sets of issues to prepare for here.

First, the U.S. Congress is providing more and more flexibility for FEMA to reimburse local public and private nonprofit agencies (a) for their own direct damage, and (b) to pay them back for their funds and other resources that were used in helping the community after the disaster, such as expenditures for food and emergency housing. It is very difficult to tell up front for which of these expenditures FEMA will or will not reimburse you. It is an absolute certainty that you must have meticulous documentation for anything you want to have reimbursed. Yes, it will irritate your staff and volunteers to have somebody bugging them about paperwork and authorizations and receipts in the midst of disaster. Yes, you must do it anyhow. Don't slack up on this during the disaster -- double up!

Secondly, is all your eligibility activity done on a microcomputer? Have an electric generator, or be prepared to go back to use of paper forms.

o. _____ Have a plan for use of new funds or for more flexible use of funds.

In the past few years the U.S. Congress has been providing funding for more and more types of activities after a disaster. After Hurricane Andrew, \$105.6 million in new Federal funds were made available through HHS under the Dire Emergency Supplemental Appropriations Act, PL 102-368. (Other funds went through FEMA, HUD and other Federal agencies.) This became known as the "DIRE" act. The funds that came through HHS were for public health, social services and community services. About ten million dollars of these funds were made available through the Community Services Block Grant for jurisdictions affected by Hurricanes Andrew and Iniki and Typhoon Omar for activities authorized under the CSBG. The planning requirements for distribution of DIRE funds is being reviewed in several Federal agencies and the requirements that accompany these funds may change.

Other activities beyond the scope of the CSBG state and local plans -- such as permanent improvements to infrastructure for a tent city or permanent repairs to a home beyond those performed under the CSBG -- would require a waiver. A waiver request only takes a few pages describing the need and how the funds would be used, but -- it takes a few pages to request a waiver. Somebody has to draft it. After Hurricane Andrew, the Low Income Home Energy Assistance Program, Community Services Block Grant, Weatherization and Head Start programs, for example, all made various provisions for special use of their funds. The HHS/OCS did some very rapid approvals of waiver requests from states affected by Hurricane Andrew.

p. _____ Explore development of a contingency fund.

However, it takes time for any federal funds to be made available with or without a waiver. Many CAAs expressed a need for some kind of contingency fund.

EXAMPLE: In response to the massive flooding in Missouri, the State CSBG Administration Unit, Jefferson City, MO established small contingency reserves to provide direct emergency assistance in life or death situations to the CAAs across the state. They waived various contract requirements that made needed flood responses difficult or impossible. The unit allowed CAAs to request waivers of program-specific requirements that became barriers to assisting in the disaster.

EXAMPLE: In Florida, discretionary funding that could be quickly accessed from the state got the response effort moving quickly and provided a bridge until the new DIRE money arrived.

EXAMPLE: In Arizona, the Community Services Administration allocated discretionary funds to help provide hotel rooms for displaced persons.

3. RECOVERY AND AGENCY STAFF

In addition to your work as part of a community-wide effort and within your own agency, recovery requires special attention to your staff, too.

q. _____ Establish a policy regarding your employees who are affected by the disaster.

The CAA staff members were personally affected by the disaster in about 1/3 of the disasters. Do they become clients? Are they handled like other clients or on a more confidential basis? Do they get extra paid or unpaid time off? What do your personnel policies provide for in this situation? This is worth more than a few minutes of management time to have policies in place for this contingency.

EXAMPLE: A CAA in Louisiana reported that "Some CAA employees were made eligible for CAA services by the disaster. They used our multi-services centers. We assisted a few employees in acquiring FEMA funds."

r. _____ Establish special measures for staff recognition and helping people deal with the stress involved in disaster response and recovery work.

In a time of total overwhelm, many people rise to the occasion and do extraordinary amounts of work. Everyone may be acting tough but they may be increasingly fragile on the inside. This is where you start doing special recognition. A pizza party on a Friday night. A cash "bonus" of \$50 per staff person. Have "talk it out" sessions about where they were, what they did, how their family was affected. Set up a schedule, like "twelve-hours on and twelve off," or people will burn out. After what seems like or what may be 90 hours of extra work, give them a half-day off; "your job this afternoon is to go to a movie, or go home and take a nap."

EXTRA ATTENTION is needed to the "people side" of your equation. Staff from the

local Community Mental Health Center and other counselors (paid by FEMA) will make "office calls" for a 30-45 minute dialogue during a staff meeting at your office or at the DAC about how to reduce the personal impact of the massive stresses that are the consequence of a disaster. The professional counselors can help you learn how to monitor each other for signs of excess stress. CAAs are good at people issues. Just remember to do it. Take care of yourselves out there! Several publications such as the "Field Manual for Human Service Workers in Major Disasters" were prepared by the National Institute of Mental Health in 1978. These are still the "standard texts" on this topic. (Reference Fifteen.)

EXAMPLE: After Hurricane Andrew, St. Mary's Parish CAA in Louisiana gave each staff person a small amount of money as a "thank you" from private donations they had received. It was a much appreciated recognition.

EXAMPLE: Head Start programs in Louisiana brought in therapists to work with the Head Start children who had been terrified by Hurricane Andrew. They also held a "BOO to Andrew" Halloween party, which "was something that was needed."

Check the publication on "How to Help Children After A Disaster: A Guidebook for Teachers." This was prepared by the Alameda County, CA Mental Health Services Department under a FEMA contract. Head Start teachers can easily implement these ideas. (Reference Sixteen.)

4. RECOVERY AND VOLUNTEERS

What affects your staff will also affect your volunteers.

s. _____ **In addition to your staff, think about recognition and stress reduction activities for your board members and other volunteers.**

The distinctions between paid staff and unpaid staff begin to erode further when dedicated volunteers and staff work long hours side by side. The opportunity to do good works is not the only reward. Do: additional recognition; the United Way has excellent methods for recognition for volunteers -- adapt them to your use. Do: food. Do: effusive "thank you's." Take a break for fun; break the routine, do calisthenics, do a group walk around the block.

t. _____ **Check your insurance to make sure it will cover what you want it to cover.**

People have been injured and even killed while doing disaster relief work. Accidents occur while clearing trees with chain saws. Don't let fear of lawsuits stop you from using volunteers, but do find out what your existing insurance policies cover and adjust them if needed. Are volunteers covered by your health insurance or accidental death insurance in a natural or man-made disaster? Are any "acts of nature" or "acts of god" excluded from coverage? Does it include people who may be in from out of state? Does it include people in your temporary

shelter or other residential facility care? Does your health insurance cover injuries to volunteers?

u. _____ If you will take on the responsibility for managing extra volunteers, then prepare your staff and get contingency logistics set up.

Unless they are trained in disaster relief or come as part of a self-contained team, a volunteer TAKES TIME from a paid staff member or another volunteer to help him/her become productive. It may be worth it, but it may not be. Think it through.

A local volunteer center may be able to help manage volunteers, too. One very useful publication is "Volunteers: What Do You Do With Them? What Do You Do Without Them?" (Reference Seventeen.)

5. RECOVERY AND EXISTING CLIENTS

During the recovery phase, another useful perspective is to think about agency activity with regard to existing clients and new clients.

v. _____ Establish a policy for continuing assistance to existing clients on a full or partial basis. Include a method for communicating with them.

These are the folks for whom you have some ongoing responsibility. Head Start children. LIHEAP recipients. Self-sufficiency program participants. What are you going to do? Full operations? Partial operations? Temporary shutdown to re-open next Monday?

How are you going to let them know? If they find out you are closed only when they arrive at the door, they are going to be irritated at you. Do you have a standing policy "Now if we have a hurricane we may be closed for a day or so -- call first if you can." Do you have a phone chain set up? Can you contact each of them? And these existing customers may show up for new services as a result of the disaster.

EXAMPLE: Cameron Community Action of Cameron, LA. All staff members have a list of their clients, their phone numbers, the CAA's expectations for their duties during and after the disaster. They also instruct staff on items to be sure to take with them to meet with the clients outside of the office, such as forms, paper and pencils.

6. RECOVERY AND NEW CLIENTS

w. _____ **Establish policies for dealing with the increase of people and with the new clients who will show up. Eligibility determination is a key issue.**

Typically, about 50% of the people served after a disaster are new to the agency. Businesses close temporarily or permanently and people are suddenly out of work -- and without money.

EXAMPLE: The CAA in Kauia, Hawaii developed emergency child-care centers for the children of clean-up crews working after Hurricane Iniki. These were wooden platforms with canvas-sided walls.

EXAMPLE: Doyle Moffet from the Gulf Coast, MS CAA reports that "We're doing things more from a case-management standpoint to deal holistically with clients. Our approach is not just to provide immediate assistance, but to provide long-term planning."

ISSUE: Eligibility for services. A person may have been ineligible yesterday, but lost his or her assets -- or many of them or some of them. The person may have lost relevant documentation. This may be his or her first experience with a social service agency, and he or she may not be impressed with your intake form and your felt need for receipts and for information about relatives.

Do you serve everybody who shows up? How do you charge it off? Do you provide them with some services (e.g. food) but not others (e.g. LIHEAP)? A letter from your state agency that recognizes that some people need your assistance but may have problems with eligibility documentation will be handy to show to your auditors.

The Area Agencies on Aging have a concept called "group eligibility." Anyone who lives in a defined area or who meets certain demographic criteria is automatically eligible. On the other hand, the Food Stamp program tried this "residential eligibility" approach during the 1993 floods in the Midwest and had some problems with people claiming they were residents when they were not. It's an issue.

As you continue with your clean-up, repair work and other activities during the response phase, you identify damage that was done this time that can be reduced or eliminated next time. In emergency planning these actions are called "mitigation."

PHASE 3. THE MITIGATION PHASE

Mitigation activity is designed to reduce the likelihood or the amount of damage that you will experience when the next disaster hits. Reinforcing bridge supports, replacing your roof with a hurricane-proof version, and bolting the furniture down so it does not injure people are all examples of mitigation activity.

Situation XI: What can we do to reduce the damage to our facilities from the next disaster?

You can't prevent a natural disaster but you can reduce its impact.

a. _____ Work through your own list of mitigation activities.

There are several types of hazards, some unique to specific types of disasters. The hazards are described in the hazards analysis section of the local emergency plan (EOP). Efforts to reduce the damage when the hazard becomes a reality are called mitigation activity.

There is danger outside, and there is danger inside. There are structural hazards and nonstructural hazards. An example of an outside structural hazard would be a bridge that collapses with you on it or under it. An example of an inside structural hazard would be the roof or a wall falling on you. Most deaths are the result of injury sustained from "structural hazards." Efforts to reduce the probability of damage from structures are called "structural hazard-mitigation activities." An example would be to replace a weak roof with a sturdier version.

Most injuries are the result of "nonstructural hazards." A nonstructural hazard is not the building, it is the stuff inside it. This is the light fixtures or ducts that may fall on your head and those file drawers filled with fifty pounds of paper that can come rocketing out of the file cabinet like missiles or the furniture that starts coming at you and can't be stopped. How do you prevent these things from happening? In emergency terminology you engage in "nonstructural-hazard mitigation activity." Some examples are given next.

Bolt the bookcases to the walls. Put velcro strips under the lighter weight office equipment so it stays in place. Put an extra set of straps on the ducts. Get non-skid mats for the waiting room so if the floor is wet people can still walk on it. Remove that old tree leaning over the garage where your trucks are stored. Put storm shutters on the windows.

Make a list of these items and have the Weatherization Program or housing rehabilitation program staff do them when they are waiting for supplies or for the weather to clear.

Put additional riders on your insurance coverage. Install tape back-ups for the hard drives on the microcomputers. Buy rubber boots for working in a water filled basement.

Have a group walk around and brainstorm possible ways to reduce damage. Get the checklists called "Identification and Reduction of Nonstructural Earthquake Hazards in Schools" prepared by the Bay Area Regional Earthquake Preparedness Project. The ideas are relevant to any facility, and they give "how to" instructions on every item. (Reference Eighteen.) Ask BAYREPP for a list of the rest of their publications, too.

b. _____ Sign up for one of the excellent home-study programs from FEMA.

Each takes eight to ten hours to complete. Courses are free; but if you want to receive college credit for a course it costs \$30. Or, go to one of FEMA's on-site training programs. For a list of courses, contact: Administrative Office, Emergency Management Institute, 16825 South Seton Ave, Emmitsburg, MD 21727. 301/447-6771.

PHASE 4. THE PREPAREDNESS PHASE

Most of these recommendations in this Handbook are designed to help you prepare for future disasters. There are a few additional steps that need to be taken to organize those ideas systematically and implement them. They are described here.

Situation XII: Finishing your preparedness planning.

a. _____ Get involved in the official disaster planning process in your state/region/county or city so that you know the people and they know you personally.

This is as important as being "written in" to the plans that will be pulled off the shelf when the next big one hits.

b. _____ Set up an implementation schedule and make assignments to staff for the responsibility of doing the other things you have checked in this book.

Create a disaster planning committee within your agency and put it to work.

c. _____ Do a brief write-up of each of the things you are going to do; this is a major input into your plan.

d. _____ Complete your agency plan. Circulate it for discussion; improve it.

See Appendix C for an outline of an agency disaster preparedness plan.

e. _____ Have your Board adopt the plan. Train your staff in what they are supposed to do.

f. _____ Develop a Memorandum of Understanding (MOU) with each agency with whom you want to coordinate during or after a disaster.

Each may only be one or two pages long, but they need to be done before the disaster.

g. _____ Go over your agency's plan with all involved parties and update it as needed, or at least annually.

References

Single copies of FEMA publications are FREE. Write to: FEMA, PO Box 70274, Washington, D.C. 20024.

If you want to use their official form for Requisition for Publications and Blank Forms, it is FEMA Form 60-8, May 1991. A sample copy is Appendix E of this Handbook.

The FEMA Publications Catalog is FEMA 20, July, 1992.

1. **The Loma Prieta Earthquake: Emergency Response and Stabilization Study.** FEMA, U.S. Fire Administration, FA-103, September, 1991. An excellent "lessons learned."
2. **Procedures for Postearthquake Safety Evaluation of Buildings.** ATC 20. Governor's Office of Emergency Services. 2800 Meadowview Road, Sacramento, CA 95832. (916) 427-4201.
3. **The CEO's Disaster Survival Kit.** FEMA, FA-81. October, 1988. Includes a pocket version of the CEO personal checklist, what to do in that first 60 minutes after the disaster. This publication is summarized as Appendix D of this Handbook.
4. **Disaster Analysis: Emergency Management Offices and Arrangements.** FEMA, RR # 29. October, 1989. Gives an overview of Emergency Operations Center structures and operations.
5. **Objectives for Local Emergency Management.** FEMA, CPG 1-5, July, 1984. An overview of the purposes and functions of emergency management.
6. **Introduction to Emergency Management.** FEMA, SM 230, July, 1990. Defines all basic terms used in emergency management.
7. **The Emergency Operations Plan.** Guide for the Development of State and Local Emergency Operations Plans. CPG 1-8, September, 1990. Also see the **Guide for the Review of State and Local EOPs.** CPG 1-8A. October, 1992.
8. **Coordinating Hosting Operations.** FEMA, CPG 2-22, January, 1990. Guide for hosting displaced persons or volunteers in volunteered private homes.
9. **Sheltering and Care Operations.** FEMA CPG 2-8, April 1987. A planning and operations guide for community level staff. The Red Cross also has excellent publications on emergency sheltering.
10. **Disaster Assistance Programs: Digest of Federal Disaster Assistance Programs.** FEMA, DAP-21, June, 1989. This is the subset of the "Catalog of Federal Domestic Assistance

Programs" that deal with disasters. The Low Income Weatherization Assistance Program and Head Start are included.

11. **Code of Federal Regulations, Emergency Management and Assistance.** CFR 44. October 1, 1992. US Government Printing Office, Superintendent of Documents, Washington, D.C. 20402. This is the basic overview of FEMA programs and regulations.

12. **Individual and Family Grant Program Handbook.** FEMA-207, December, 1990. The basic manual with the policies and procedures for this program, including administrative relationships between FEMA and the states.

13. **Emergency Food Delivery. A State-of-the-Art Assessment.** FEMA. RR-17, Revised December, 1988. Deals with macro-supply and policy issues.

14. **Federal Disaster Assistance Program Debris Removal Guidelines for State and Local Officials.** FEMA. DAP-15 (draft). December, 1991. What do you do with all that trash? And -- how you can work with the designated local public agency obtain (at least partial) reimbursement through FEMA.

15. **Field Manual for Human Service Workers in Major Disasters.** DHHS Publication No. ADM-87-537. Printed 1978, reprinted 1987. Also, **Prevention and Control of Stress Among Emergency Workers.** DHHS Publication No. ADM 88-1496. Both available from the Government Printing Office.

16. **How to Help Children After a Disaster: A Handbook for Teachers.** FEMA Publication 219, November, 1991.

17. **NETWORKS: The Periodic Publication of Bay Area Earthquake Preparedness Project. Volunteers: Volume 6, Number 1,** Spring 1991. BAYREPP, 101 8th Street, Ste 152, Oakland, CA 94607. (510) 540-2713.

18. **Identification and Reduction of Nonstructural Earthquake Hazards in California Schools.** February, 1990. BAYREPP.

Appendix A. Additional Items for Home, Auto or Office.

Non-perishable food
Vitamins
Comfort/stress food like cookies
Can openers
One gallon of water per person per day
First aid kit
Prescription and non-prescription drugs, medication
Sunscreen
Mess kits
Emergency preparedness manual
Cash or traveler's checks
Map of the area
Toilet paper
Soap
Feminine supplies
Disinfectant
Rain gear
Blankets or sleeping bags
Hat and gloves
Diapers
Extra eye glasses
Entertainment: books, games, cards
Copies of important documents

To order a copy of the complete list of items, write for: "Your Family Disaster Supplies Kit," by writing to: FEMA P.O. Box 70274, Washington, D.C., 20024.

Appendix B. The Functional Annexes to a Local Emergency Operations Plan (EOP) and Possible Roles for Your CSBG Agency in Each Category.

These descriptions were all excerpted from various FEMA publications and we graciously acknowledge those sources. These definitions are used in most local EOPs but they are not mandatory and so there may be local variation.

For any of these functions, you may or may not have a role in the EOP. Ideas drawn from the experiences of CSBG agencies are included with these definitions of the functional annexes. .

a. Direction and Control. This function involves the use of a centralized management location to facilitate policy making, coordination, and control of operating forces in a large-scale emergency situation. It describes the process of obtaining and analyzing emergency management information to provide a basis for decision making.

In most state and county governments this location is called the Emergency Operations Center (EOC), so to avoid confusion if you are developing your own central location you should use a different name, like "XYZ CAA Headquarters for the Emergency." List the sequence of locations that will be used for your HQ if the one or more locations are out of commission.

b. Communications. This function deals with establishing, using, maintaining, augmenting, and providing backup for all channels of communication needed for emergency response and recovery. This includes phone chains, predesignated meeting times and places, procedures to use if a group of people are unable to access the main HQ. Don't forget to develop a system to use if the phones are not working! Ham radios, temporary or permanent bulletin boards in special locations, cellular phones, physical contact via vehicle, motorbike or even by walking may provide alternative forms of communications.

c. Warning. This function deals with systems to disseminate to agency officials, staff, clients and possibly the general public a timely forecast of all emergencies. Warning systems should be identified. Feedback to the County EOC or other units of governments should be established. Directions should be provided for staff so they know what to do after the Emergency Broadcast System (EBS) comes on to warn the public. Backup systems must also be addressed. For example, a telephone fan-out initiated at the CAA main office might be used to confirm that all your offices or other types of agencies have received warnings issued by the EOC or the EBS.

d. Emergency Public Information. The goal of this functional activity is to increase public awareness of hazards and to provide active channels for informing and advising the public on appropriate actions before, during, and after emergencies. It should provide for effective collection and dissemination of information to control rumors and to minimize dysfunctional public responses.

The annex should describe policies, roles, responsibilities, and procedures for communicating with the public, your primary clients and your own staff during several phases of emergency management -- preparedness, response, and recovery. Plans for developing and disseminating public information materials on preparedness, evacuation procedures, etc., should be covered, as should handling of relations with the mass media during an emergency.

e. Evacuation. This function is to relocate people to safe areas. This annex should establish procedures for carrying out complete or partial evacuation from entire geographic areas and from each of your facilities Identify destinations. Think about transportation and traffic issues -- and about returning people to the original location. Are you a one-way or a two-way transporter? Do you also give people a ride back to their original location?

f. Reception and Care. This function covers mass care of people within the boundaries of the community. Remember that people from other areas may be directed to your community. This annex should cover the policies, procedures, roles, and responsibilities associated with providing housing, food, clothing, and other essentials to a large number of people displaced from their homes by disaster. Work with the Red Cross and others to develop plans to establish enough centers to care for projected numbers of people who may need shelter.

In this section you should define your role in relationship to the County EOP, the Red Cross and other agencies providing these services.

The initial reception and care center may or may not be the location at which longer-term protective shelter is provided.

g. Protective Shelter. This function involves provision of appropriate shelter to protect people from the effects of any disaster. Use of shelters in or near homes, schools, or places of work may be the most effective way to protect people; it may be the only alternative available. The annex for this function should address the conditions under which people should be placed in protective shelters and how the decision to do so would be implemented. Shelter facilities, their capacities, and other characteristics should be described. Responsibility for shelter maintenance and management should also be established.

Most people stay with family or friends or go to motels. In most emergencies about ten percent (10%) of those evacuated will go to a public shelter. Work with your Red Cross to develop projections on what may be needed. Some protective shelters, such as tent cities or groups of trailers, may be in operation for several months.

h. Health and Medical. This function includes medical care for the population under emergency conditions. Your County or State plan will describe policies and procedures for mobilizing medical resources. You should review these plans. Attention should be given to your possible role in addressing public health problems in major emergencies, especially in mass-care facilities.

Note that care for people with special needs (people with mobility problems, special equipment in their home) may be included as a part of the health function, the law enforcement

function, or the social services function. They try to insure that everybody who needs a ride is assigned to an agency that will provide it. FEMA has recently developed some new materials about working with the elderly and disabled.

i. Law Enforcement. Review the plans of your local law enforcement agencies. Procedures for using your staff to augment existing forces during emergencies should be described here, if applicable.

Law enforcement should maintain civil order. The major need is to manage traffic and the convergence of people who want to help to or who just go for a look at the scene. Contrary to the impression conveyed by some media, there is relatively little looting or other criminal activity after most disasters. Even a symbolic police presence is reassuring to people who have just been terrified.

j. Public Works. Public works personnel often provide support for rescue operations. The public works function provides for an emergency response capability for engineering, construction, and repair and restoration of essential public facilities and services, and may include public utilities that may be under control of private businesses. The public works section of the plan also covers debris clearance and post-disaster inspection of buildings.

Particular attention should be paid to capability for debris removal. Do you already have leather gloves and shovels? Do you have access to a forklift or front loader? How are you going to move it? And -- where are you going to put the debris?

You may have to have an inspection before you can re-open one of your facilities! The backlog for these safety inspections usually causes a major delay in re-opening usable facilities. If you want to re-open quickly, you need to be on the "priority inspection list" in advance of the disaster. The same goes for re-starting your utilities.

k. Fire and Rescue. This function provides for fire prevention, fire fighting and search and rescue services during and after emergencies. Roles and responsibilities for search and rescue should be covered.

Procedures for supplementing fire and rescue agencies should be discussed. If your employees will have a role in rescue work, obtain training for them.

l. Radiological Protection. This topic includes radiation detection, monitoring, and exposure control in any emergency involving radioactive materials--including nuclear power plant accidents and hazardous materials transportation accidents. If any part of a county is within ten miles of a nuclear reactor, there is already a detailed plan covering the entire county for radiological contingencies. You should review that plan.

m. Human Services. This annex should cover delivery of human services. Your role in identifying the need for services, providing services, and assisting in obtaining other services could be described here. This includes counseling under disaster conditions. Many people lose their jobs temporarily or permanently; continuity of income is an issue. The need for

child care for clean-up crews and other workers may increase. There may be an opportunity for temporary employment for teenagers or others on disaster-response crews.

This is where a CSBG agency could describe its role in relationship to Disaster Assistance Centers that would be established by the Red Cross, FEMA, or other agency. There are important issues around eligibility of people to receive services.

This section may also cover housing, food, and clothing needed for people in situations not of a sufficient scope to justify activation of mass-care systems (described in "f" and "g" above), e.g. a tornado hits a small number of homes.

In most EOPs, the social services section focuses heavily on what is needed immediately after the disaster. You can offer a longer term perspective.

NOTE that FEMA defines "emergency" differently from the CSBG. For many low-income people, every day may bring problems in housing, food and obtaining life's basic necessities and these problems fit under the term emergency the way it is used in the CSBG. FEMA tends to focus primarily on the physical harm that might come from the disaster, and once that type of danger is passed then FEMA begins moving away from the term "emergency."

n. Resource Management. Resource management involves coordination and use of permanent or temporary personnel, equipment, supplies, facilities, and services, particularly during disaster response and recovery.

The mobilization and management of volunteers from the community or from outside the community may provide additional people to help deliver human services. If you had one-hundred volunteers appear on your doorstep, what would you do with them?

Describe the allocation of scarce resources in emergency situations that restrict the normal flow of people, goods, and services. How would you ration your resources?

Other governmental agencies may seek to mobilize your vehicles, facilities or even personnel. Are you going to become a "mission extender" for those agencies or are you going to extend your own mission? Will you have contingency plans in place that describe how your roles fit into the overall county and state EOP?

o. Continuity of Governance. Policies and procedures for ensuring the operational capability of the agency should be described. Lines of succession for the agency and each program should be clearly delineated.

Responsibility for the preservation of vital records should be specified. **BE SURE TO OBTAIN RECEIPTS** for all goods and services procured for use in disaster related activity as these may be partially reimbursable through FEMA or other agencies.

p. Damage Assessment. This function provides for personnel and procedures to provide preliminary estimates and descriptions of the extent of damage. At minimum this includes

your own facilities. (See Public Works, above.) It could include other community facilities.

If the situation will result in a declaration of disaster by the Governor or President of the United States, you may want to develop a role in assessing the damage as it will affect low-income people, including their homes and other facilities used by them. The basic rule for physical damage seems to be -- take pictures to document the damage before the cleanup and repair work begins. Take lots and lots of pictures. Video is best, regular photographs will work.

Since FEMA and SBA and the Farmers Home Administration focus heavily on physical items, housing, transportation, appliances, and other "stuff," perhaps you can stake out a role that focuses on the people needs. CAAs can bring a perspective on the social damage and the effects of the loss of income, etc. The CAAs active in the 1993 floods in the Midwest report going up to houses finding "little old ladies" sitting in the dark with a basement full of water and not knowing what to do next. Outreach activities which bring compassion, positive suggestions and a little direct assistance can go a long way in this kind of situation. A simple checklist can help a person traumatized by the event to begin taking action. Others may need more intensive assistance to begin helping themselves again.

Appendix C. Outline for An Agency Emergency Plan

This Appendix provides guidance for developing a basic **agency emergency plan**. A CSBG funded entity that seeks to enhance its emergency management role and capabilities should do three things.

First, become involved in the planning process that is carried out by the state or local elected officials. That planning process creates the basic framework, usually called an Emergency Operations Plan (EOP), within which all public and private sector activity is organized. The City or County Emergency Services Director (the title varies) manages this planning process. The CAA should seek to get itself "written in" to those plans to perform specific functions. Often, they will be delighted to have your help in developing the human services section or other sections of the EOP, or even helping with the entire planning process.

Secondly, if you are going to provide immediate relief and meet basic needs, you should get involved with the Red Cross, Salvation Army and other agencies involved in human services, temporary shelter or housing, food and other human needs. The Red Cross or a group of agencies sometimes function as a subcommittee of the local disaster planning process. The amount of your involvement will vary from community to community. There is no way to prescribe your role in relationship to the Red Cross; you have to develop that relationship before the disaster occurs. Remember, too, that if a major disaster occurs the national office of the American Red Cross will send in one or more people who will exercise substantial influence over local Red Cross operations.

Thirdly, you should develop your own plan for your agency operations during an emergency. The format presented here is a beginning point for the agency to develop its own plan. Entire sections of the existing state or local EOP (for example, hazards analysis) can be used in developing your agency's emergency plan.

This format provides -- for CAAs -- a list of topics that you could cover in preparation of your agency plan. The topics are drawn from the plans we received from CSBG agencies, and adapted from materials produced by the Federal Emergency Management Agency, especially from the publication "Introduction to Emergency Management," SM 230, July 1990. By using the same topic structure that is used in the emergency management literature for your **agency emergency plan** you will be more easily able to relate your activity to the local EOP. There is no federally mandated format for emergency operations plans, but most EOPs cover these topics. Check with your state or county emergency management agency to determine the exact topic structure of their plans so that you can correlate your topics with theirs.

If there is already an EOP prepared by your county or city and it is called "the EOP," then to avoid confusion you may want to adopt a different name for your plan. The name "agency emergency plan" is used here.

The **agency emergency plan** is an overview of the agency's approach to emergency

management. It establishes the framework for the agency's efforts to develop capabilities for coping with large-scale emergencies. The plan explains the general concept of operations under disaster conditions, describes possible agency roles in relationship to other emergency management systems, and assigns responsibilities for emergency planning and operations. The plan will also contain **functional annexes** that relate to specific topics, many of which are of special interest to CAAs, such as communications, warning, evacuation, protective shelter, health and human services. The plan may also contain **appendices** that relate to specific hazards, such as fire or flood.

A basic agency emergency plan is a generic document. The emergency management term is that it is an "all hazard" document because it relates to agency actions for any emergency response. (The County EOP is also called a "dual purpose" plan, in that most EOPs were originally drafted for civil defense purposes, and then expanded to include natural and technological disasters as well.)

A basic **agency emergency plan** usually covers the following nine topics: a) introduction, b) purpose, c) assumptions, d) interagency linkages, e) assignment of responsibilities within the agency, f) administration and logistics, g) plan development process and updating process, h) statutory authority, i) definitions. Each is described below.

A plan also includes functional annexes as described in Appendix B of this Handbook, and appendices related to specific types of disasters.

A. INTRODUCTORY MATERIAL.

(1) Promulgation Document. This is a letter signed by the CAA Executive Director or Board Chair. It establishes the plan's official status. This is especially relevant for public agency employees who may have civil service job descriptions or other legal constraints on their activity. The date of adoption should be included.

(2) Foreword. The foreword may describe the planning process, state the emergency management goals to be achieved, summarize the plan, and acknowledge those who made special contributions to the planning process.

(3) Table of Contents.

(4) Hazards Analysis. This is a summary of the results of the type of possible hazards. (Your state or local EOP will have a hazards analysis section that you can use.)

(5) Instructions on Plan Use. Those include:

- (a) Audience. The audience for all, or parts, of the plan should be described in general terms.
- (b) Distribution. A distribution system should be developed that includes all officials (by position) who should receive and review the plan. This list or chart is

- also used for distributing changes and additions when the plan is updated.
- (c) Record of Changes. A chart to record changes adopted and inserted into the plan provides both a record of changes and a way to track those changes.
 - (d) Expectations. Comments concerning the desired response by officials receiving a copy of the plan may be in order.

B. PURPOSE. This is a statement of the overall goals and scope of the **agency emergency plan**.

C. SITUATION AND ASSUMPTIONS. If possible, the potential scope and impact of various situations should be described. These are possible "scenarios." Assumptions about the operations of the agency in an emergency should be stated.

D. INTERAGENCY LINKAGES. This section briefly describes inter-jurisdictional and inter-organizational relationships for emergency management.

The four phases of emergency management -- mitigation, planning, response and recovery -- should be described as the framework for organizing each section of the plan. .

E. ASSIGNMENT OF RESPONSIBILITIES. This portion of the **agency emergency plan** addresses the broad organizational framework for emergency management, planning, response, and recovery. Organizational elements with assigned responsibilities in any phase of emergency management are identified and their functions are listed.

Relationships between and among agencies should be summarized in terms of primary and supporting roles. A matrix with functions on one edge and organizational entities on the other can be used for this purpose. The information materials produced by the Association of Farmworker Opportunity Programs includes a good example of a matrix.

Although assignments are also described in functional annexes, this portion of the basic plan can be used to identify overall management roles for any type of emergency.

F. ADMINISTRATION AND LOGISTICS. Management of resources, general support requirements, and availability of services and support should be addressed. Statements may establish policies for obtaining and using facilities, equipment, supplies, services, and other resources required for emergency management. This portion of the basic plan should ensure adequate supplies and personnel for emergency operations.

G. PLAN DEVELOPMENT AND UPDATES. The planning process, including assignment of planning responsibilities, should be discussed. Identify the participants involved in that process. Identify the individual who has coordinated or who will coordinate the total planning effort. A procedure should be developed for updating the **agency emergency plan**. Assign the responsibility to this staff person to make periodic changes in call-up-rosters, maps, etc.

H. STATUTORY AUTHORITY. Cite the laws that provide the basis for emergency operations and activities. In addition to the CSBG, state statutes, local ordinances, executive orders,

regulations, and formal agreements that pertain to emergencies should be listed. References to linkages to other levels of government is valuable.

I. DEFINITIONS. Many terms in emergency management have special meanings. Include those terms here to help the reader of your **agency emergency plan** can understand what they are reading.

Functional Annexes focus on operations. Annexes describe specific functions and identify who is responsible for carrying it out. Annexes describe the policies, procedures, roles, and responsibilities before, during and after any emergency. The following list of functional annexes are the same as used in most state and local plans. The fact that a function is not listed does not necessarily mean that it is unimportant. Damage assessment, for example, might receive attention in Direction and Control, Public Works, and Resource Management.

Direction and Control,
Communications,
Warning,
Emergency Public Information,
Evacuation,
Reception and Care,
In-place Protective Shelter,
Health and Medical,
Law Enforcement,
Public Works,
Fire and Rescue,
Radiological Protection (if any part of the county you are in is within ten miles of a nuclear reactor they have a plan for your entire county. Review it.
Human Services,
and Resource Management.

A description of each of the functions listed above is in Appendix B of this Handbook.

In summary, the **agency emergency plan** is a generic document describing agency roles as they relate to any type of major emergency. The magnitude of the disaster is generally more important in determining the level of the agency response as opposed to the type of emergency. Therefore plans are prepared in generic terms.

The **functional annexes** describe how your agency will relate to basic disaster relief functions. These functions will be carried out under the general guidance of the emergency response effort as it is coordinated by the state or local government.

The **appendices** describe issues that related to specific types of hazards, e.g. fire, earthquake, flood, hurricane, etc. These can be expanded by subcommittees that add relevant items. Items considered relevant by a "fire" subcommittee would vary depending on your trees and foliage, climate, type of housing, etc.

Appendix D. Outline for a Personal Emergency Plan

First 60 Minutes After The Executive Directors Disaster Survival Kit

The purpose of this Disaster Survival Kit is to help Executive Directors minimize their risk that a disaster exposes them to politically, legally, professionally, financially, and personally. The Disaster Survival Kit helps you ask the right questions and make the right calls as you react during the first critical sixty minutes after the next disaster strikes.

This is a condensed version of "The CEO's Disaster Survival Kit: A Common Sense Guide for Local Government Chief Executive Officers," FEMA publication FA-81, October, 1988. It has been adapted for use by Executive Directors of agencies funded through the Community Services Block Grant. The adaptation involves, for example, elimination of references to the constitutional duties and statutory authority of elected officials. This condensed version focuses on your personal and agency response rather than on the total community response.

Decisions made early in a disaster usually have far-reaching consequences. Yet it is during this time that Executive Directors have the fewest resources available to assist their decision making. These are the factors that place Executive Directors at risk politically, professionally, legally, and financially.

The Integrated Emergency Management Systems (IEMS) National Advisory Committee is made up of local elected and appointed officials who personally acted as incident commanders during a major emergency. They designed the Executive Director Disaster Checklist Kit to serve four key purposes:

1. To assist Executive Directors as they react to the first report of a major emergency.
2. To encourage the development of companion checklists and other management tools for other key actors in the local emergency system.
3. To provide a form and format that, with adaptation to meet local needs, community officials can follow as a "template" when reporting disasters or potential emergencies to the elected officials or emergency management officials in the event of a major emergency.
4. To encourage Executive Directors to know their roles and responsibilities *before* the next disaster strikes.

The kit consists of the following tools:

- * Self-assessment questionnaire.
- * A list of the items that you should consider for your kit.
- * A Executive Director Checklist.
- * A sample memo you can refer to when you direct your subordinates to construct your local version of the Executive Director survival kit. (At the end of this Appendix.)

This Survival Kit is compatible with the IEMS approach to all-hazard disaster preparedness developed by FEMA.

The Growing Risk

Experts predict that for the foreseeable future disasters will occur more frequently, will be more destructive and will require more and better coordination of response resources.

First, disasters in American society are increasing. New disaster agents such as chronic and sudden chemical hazards are being developed. Second, greater numbers of people are at risk because of settlement trends and because of life-style changes. Floods and hurricanes, the two most numerous and costly natural disasters in the United States, can be expected to cause even more damage due to population growth and development in high-hazard areas.

Five Steps to Reducing Your Risk Using the Executive Director Survival Kit

1. Review the kit contents.
2. Conduct self-assessment.
3. Assign staff to prepare your survival kit
4. Review survival kit prepared by your staff.
5. Take other actions as necessary, such as:
 - * Have similar "survival kits" for other program managers.
 - * Convene or attend a monthly Emergency Management meeting to improve inter-agency working relationships.
 - * Participate in a disaster exercise at least once a year.
 - * Review and update kit contents and checklist semi-annually.
 - * Look over the Action Steps contained in the appendix for more ideas to strengthen your comprehensive emergency management program.

Self-Assessment Quiz

This is a five-minute quiz you can take as a confidential personal assessment of your emergency management risk. The questions reflect some of the survival capabilities that past experience has associated with effective participation in emergency management. The scoring section that follows the questions may help you decide whether action is needed to reduce your risk.

1. Have you personally reviewed your community's emergency management plan within the past 12 months?

Yes ____ No ____

2. Do you have a clear understanding of your authority and responsibilities in disaster situations?

Yes ____ No ____

3. Have your elected officials participated within the last two years in either a comprehensive review of your emergency management system or a disaster exercise?

Yes ____ No ____

4. Is a single news media point of contact (e.g. public information officer) provided in your agency's emergency management plan?

Yes ____ No ____

5. Were representatives of the news media involved in developing and testing the community's emergency management plan?

Yes ____ No ____

6. Does your agency have adequate accounting and disaster records-keeping procedures to document your requests for reimbursement under state and federal emergency assistance programs?

Yes ____ No ____

7. Does your agency's plan insure that the information needed to defend itself in a disaster-related lawsuit is maintained during an incident?

Yes ____ No ____

Self-Assessment Quiz (continued)

8. Is the disaster organizational structure an extension and expansion of the day-to-day emergency structure?

Yes _____ No _____

9. Have you spent more than one hour during the past year in face-to-face discussion with your city or county emergency program manager about how to improve disaster management?

Yes _____ No _____

10. Are your emergency management procedures brief and organized in a manner that enables your agency to respond smoothly to the range of incidents that may confront it?

Yes _____ No _____

11. Are your mutual/automatic aid systems with other agencies effective in both normal and disaster situations?

Yes _____ No _____

12. Are all your emergency units equipped and your personnel trained so that they can automatically implement your emergency management procedures?

Yes _____ No _____

13. Do you understand state and local emergency management law, particularly as it relates to the powers of local elected officials during an emergency?

Yes _____ No _____

14. Does your emergency operations plan contain lines of succession for key officials, and has the authority to act been pre-delegated?

Yes _____ No _____

Self-Assessment Scoring

Obviously, the correct answer for all questions is yes. To give you a yardstick for how well you are doing, give yourself one point for each "yes" answer. Total your score, Grade your risk as follows:

13-14 Yes answers. Your risk is apparently well managed; now make it perfect. Look back at your "no" answers and decide what you can do to close this area of exposure.

11-12 Yes answers. You are making good progress, but there are actions you can take to reduce your risk. You may wish to focus your attention on the "no" answers.

8-10 Yes answers. You and your agency may be at risk, but it is not too late. Scores in this range suggest your emergency management responsibilities are being partially met, but there is room for improvement. Start today to develop a comprehensive emergency management program.

Fewer than 8 Yes answers. You are at risk! Prompt action is indicated. You need to take immediate action to improve your ability to respond effectively to a major disaster. A complete review of emergency management organization and your role is warranted to reduce your risk. In the next section and in the Executive Director Reference Portfolio, you will find a number of steps you can take to build up your emergency management program.

What to Put Into Your Own Survival Kit

Your survival kit should contain "tools" and equipment you need with you during the first hours of a disaster, when vital decisions often have to be made and you may be literally miles away from the nearest disaster plan.

Kit Contents:

Information:

- * Pamphlet-sized mini-emergency plan or other checklists.
- * Spare Executive Director Checklist (this list!).
- * Maps of jurisdiction (street, topographical, etc.)

Supplies:

- * Tape recorder, tapes.
- * Notebook/log book.
- * Spare pencils and pens.
- * Camera, film.

Identification:

- * Vest/arm band/or similar identifier (as authorized by local emergency management agency.)
- * ID card with photograph.

Contact Lists:

- * Peers (listing of names, home and office numbers).
- * Other experts.
- * Program managers.
- * Local emergency management officials.
- * All staff in your agency, board members, etc.

Clothing:

- * Seasonal outer wear (minimum: plastic raincoat or wind-breaker).

Options:

- * Portable 2-way radio with extra batteries.
- * Flashlight with extra batteries and spare bulb.
- * Cellular or mobile phone.
- * Protective clothing (hard hat, boots, gloves, etc.)
- * Personal comfort items (high-energy, low-sugar snack foods as well as other sundries like aspirin, chewing gum, etc.)

Suggestions for Kit Development

- * Keep it simple and small... try to keep the kit simple and compact... small enough to carry comfortably with you in your car.
- * Have all key subordinates develop their own kit.
- * Test kits during preparedness exercises.
- * Send enabling memos to all department directing them to participate in task forces, exercises, and plan updates.
- * Attend important training and exercises.

The Take-It-With-You Executive Director Checklist

Checklists... no commercial pilot would take even a routine flight without going over a pre-flight checklist. If pilots with hundreds of hours of training and practice need them for safety reasons, shouldn't you, have a checklist available when you are "flying solo" for the first time during a major emergency? The checklist is a set of reminders for:

- * the questions you should ask,
- * the immediate steps that you need to take,
- * key points for you to bear in mind as you begin to manage your agency's response to a disaster.

In an ideal world this checklist would be a final step in the preparation of an emergency operations plan. The checklist is organized into six sections: Background Information, Immediate Actions, Personal Actions, Legal Information, Political Information, Public Information. Each section lists key reminders in brief phrases.

Executive Director's Disaster Survival Kit Background Information

Notified by:

Time:

Type of
Emergency: _____

Location

___ Executive Director reporting point, open routes and means,
communications channels.

Incident Size-up

___ Type
___ Magnitude
___ Best/worse case

Damage

___ Injuries/deaths
___ Area (size)
___ Property damage
___ Other impacts

Resources

___ Incident command status.
___ Int./Ext. resources committed.
___ Int./Ext. resources required.
___ EOC status and location.
___ Other authorities notified?

Executive Director Reporting Point

___ Clarify whether you will go to the Emergency Operation Center (EOC), to your own office, or to some other reporting point.

Open Routes

___ Determine the best available travel route and type of transportation.

Available Communication

___ Confirm the availability of primary and back-up communication channels available to you. Remaining in communication at all times is the key to effective executive leadership.

Resources

___ You need an immediate sense of the resources committed, the resources available but not committed, and the possibility of the need for an availability of outside resources.

Interior/Exterior Resources Committed

___ Find out what local response agencies are involved and their degree of commitment (partially, fully, etc.). Similarly, you will probably want to know if outside agencies have responded, and, if so, what they are doing (filling in, reporting to a staging area, engaged in operations, etc).

Interior/Exterior Resources Required

___ Ascertain if there already is or there is about to be a shortage of either internal or external (to the jurisdiction) resources. Such a shortage may require you to take some immediate action, (such as phoning agencies in a nearby community to request assistance).

Other Authorities Notified?

___ What other officials, media etc., in your jurisdiction know of this incident?

Immediate Actions

__ Begin a personal log.

Keep a log of all key information, factors weighed, and decisions reached from the time you are notified of a disaster. The log can be written or recorded using a portable mini-cassette recorder.

__ Establish contact with Office of Emergency Management, your own office and others as appropriate.

__ Direct staff to assess and report on problems, resources, shortfalls, policy needs and options.

__ Chair assessment meeting.

If officials are conforming to local procedures and the procedures are sound, this initial briefing should begin to answer the following questions: Who is in charge? Where? Of what? Has there been proper vesting of authority? What is the status of intergovernmental coordination? Availability of support from utilities, state agencies, private organizations? What options are open to you to deal with shortfalls? What financial issues are surfacing?

__ Review emergency declarations issued by elected officials.

__ Set reporting procedures.

Establish a regular schedule for bringing your top staff together to hear from those planning the next set of action steps in response to the emergency.

__ Remind staff to keep complete logs of actions and financial records calls.

Record actions taken, information received, and any deviation from policy together with the rationale for that decision.

__ Begin liaison with other officials.

Personal

Experience has shown that public officials function better if they take a few moments to see that they have the necessary personal effects to function effectively if they have to remain for some time away from their homes, and if they have made adequate provisions for the security of their families.

___ Tell your family your destination and how to contact you or leave a message for you.

___ Take medications, toiletries and clothes.

___ Take list of people to contact for advice.

This list should constitute your private advisors whose opinion and discretion can be relied on.

___ Remember that your role is primarily policy-making.

Distinguish between policy-making and operational activity. It is natural for Executive Directors to want to "take charge" and be "in the thick of things." But operational matters need to be left to your managers and staff.

___ Take personal tape recorder.

___ Other things to remember:

Legal

___ Contact legal advisors, or review legal issues with legal officials, hopefully before the disaster.

___ Review legal responsibilities and authorities:

- * Emergency declarations, curfews, implications for your agency operations.
- * Inter-governmental aid
- * Price controls -- should you recommend they be imposed?
- * Other restrictions

Review legal delegations. Other issues that may arise are evacuation considerations and other restrictions on movement.

___ Monitor equity of service based on needs and risks.

Maintain balance between public welfare and citizens' rights. Defend against charges of favoritism by establishing and following criteria to treat all sectors of the community equitably. This means keeping the public informed of what is being done to restore the community's essential services and monitoring service restoration to see that, within reason, all neighborhoods receive equal treatment.

___ Have status of contracts reviewed.

Have your agency's review any current contract with suppliers of emergency goods or services as necessary. Will you be able to obtain what you need?

Political

- Recognize accountability.
- Review actions of public officials.
- Get updates on politically sensitive issues such as life and property losses, service interruptions, etc.
- Evaluate policy decisions made by yourself and others.
- Confer with elected officials when problems arise.
- Anticipate problems where possible.
- Consider also contacting any peer or advisor who has handled a similar disaster for their advice and guidance.
- Use elected officials to request assistance from public and private organizations.

Often, a key to cutting through red tape and obtaining quick response from other public and private resources is for the Executive Director and/or other elected officials directly to contact the authority that controls the needed resource.

Public Information

 Learn about your community's plans to inform the public through the media. Stay tuned in!

Within your agency, designate one person as Public Information Officer

Appoint one Public Information Officer to avoid conflict in official statements that could result in confusion, panic, or miss-aimed public outcry. This individual should be experienced in dealing with the media and familiar with the community's emergency response plans. At least one back-up should also have these skills if your prime individual is unavailable.

Evaluate media capabilities.

Monitor media activities and messages.

Identify the location of the media.

You may be too busy to spend a lot of time with the media, but you should know where they are as they can assist in spreading information about your services.

Channel all releases first through yourself.

Establish approval process for any press release.

Establish news media update and access policy.

Periodic briefings, on schedule.

SAMPLE MEMO

DATE:

TO: Program Manager(s)

From: (you)

Subject: Program Manager's Survival Kit

Attached find information concerning a "survival kit," which is a summary of materials published by the Federal Emergency Management Agency. I am very interested in your opinion concerning the feasibility of adapting this kit to suit our specific needs. The kit helps to identify some voids in our preparation. In addition to a survival kit for myself, I think that appropriately adapted checklists should be developed for the following programs:

- * Head Start
- * Weatherization
- * Food
- * Other program directors (list)

Such a checklist and kit, it seems to me, can help improve our response to any community disaster by listing agreed upon essential actions needing to occur within the first 30 to 60 minutes of the disaster, and assigning responsibility for those actions.

This kit will help us provide a safer, more structured response. At a time when liability suits are so prevalent, utilization of this kit may provide us with some improved armor.

Let's see if we can refine these materials. I am looking forward to seeing what you can do to improve on ideas in this kit and would appreciate your initial response by (date) .

Thank you for your time and attention to this important matter.