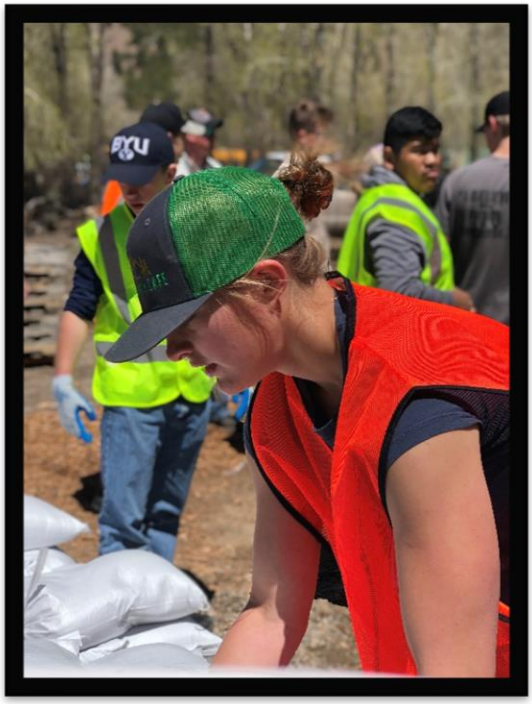
San Luis Valley VOAD

Voluntary Organizations Active in Disaster

Guidance Manual



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Prepared for:

The Emergency Management Community

Local Communities

Government Agencies

Private and Not-For-Profit Agencies

Non-Governmental Organizations

Faith-Based Organizations

Civic Organizations

Created and Revised by:

The San Luis Valley Voluntary Organizations Active in Disaster – the San Luis Valley and Colorado State Emergency Management Agency, the San Luis Valley's Faith-Based and Community Service Partnership for Disaster Recovery, the Rio Grande Healthcare Coalition, La Puente, Outreach Services…..

Additional appreciation to:

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INTRODUCTION

Emergency management is a broad and expansive part of our society and may include many disciplines including law enforcement, fire service, and emergency medical services, etc. Although each individual and organization may perceive emergency management in different ways, most agree that taking care of people is always the top priority. Taking care of people involves life safety response operations first, followed by **emergency human services**. Emergency human services incorporates many functions which include mass care (sheltering, feeding, distribution of relief supplies, etc.), long-term recovery case management, rebuilding, repair, disaster mental health services, disaster health services, volunteer management, donations management and many other potential functions.

Given the range of functions, organizing and coordinating emergency human services is no small task at any level. Nationwide, the National Voluntary Organizations Active in Disaster (National VOAD) serves as the coordinating body. At the state level, such as in Colorado, associations like the Colorado's Governor's Faith-Based, San Luis Valley Faith-Based and Community Service Partnership for Disaster Recovery (The Partnership) and the San Luis Valley Voluntary Organizations Active in Disaster (SLV VOAD) support an integrated system of coordination**.** Promoted at the local community level (city, county or regional), Community Organizations Active in Disaster (COVOAD) play the crucial role of coordinating emergency human services at the very basic level.

Sometimes, instead of a local group called a VOAD, the role of community coordination is undertaken by similar organizations such as a local Citizen Corps Council, Caring Community Association, local/sub-state Voluntary Agency Liaison or Voluntary Organizations Active in Disaster (VOAD), or some other local community collaborative association. Any of these groups—regardless of title—can take on the role of coordinating emergency human services, as long as they work in concert with key partner agencies including, but not limited to, the local emergency management agency, community organizations, faith-based organizations, and social service agencies, etc.

At the state level, the mission of The Partnership is to aid Coloradans' with recovery plans by developing and implementing a holistic approach to disaster recovery, maximizing public and private resources to facilitate an efficient and effective integrated system addressing human services, housing, infrastructure, community and economic development issues. In a collaborative effort, the purpose and objective of SLV VOAD is to coordinate planning efforts of voluntary organizations responding to, preparing for, recovering from and mitigating against disaster. Member organizations provide more effective and less duplicative services by organizing efforts before disaster strikes.

Both organizations are linked to the Colorado State Emergency Management Agency (SEMA) through a Statewide Volunteer Coordinator. This structure mirrors the Federal Emergency Management Agency (FEMA) approach to emergency management, as described in FEMA's Whole Community concept. This model attempts to engage the full capacity of the private and nonprofit sectors--including businesses, faith-based organizations, community organizations, disability organizations, and the general public--in conjunction with the participation of local, tribal, state, territorial, and federal governmental partners.

All disasters begin and end locally, so communities may have existing collaborative entities in place. There may be a Voluntary Organization Active in Disaster (VOAD), a Citizen Corps Councils (CCC), or other local community collaborative effort. If these entities exist, do not reinvent the wheel; instead, use the concepts within this document and adapt them to fit the community's needs.

Regardless of title, organizations that collaborate and help coordinate emergency human services will make our communities safer, stronger, and more prepared to respond to and recover from disasters. Developing a VOAD provides opportunities for people to participate in a range of measures to make their families, their homes, and their communities safer from the threats of crime, terrorism, and disasters of all kinds. The VOAD concept is based on successful programs utilized by many communities around the country. Examples of other programs that may be a part of a VOAD or include Community Emergency Response Teams (CERT), the Neighborhood Watch Program, the Medical Reserve Corps (MRC), and Volunteers in Police Service (VIPS).

Communities are encouraged to establish a VOAD while keeping a holistic approach to community in mind by using the FEMA Whole Community concept. This model engages emergency management practitioners, organizational and community leaders, and government officials by promoting the collective understanding and assessment of the community's needs. Based on this information, the partnering organizations may determine the best way to efficiently and effectively organize and strengthen their assets, capacities and interests; by doing so, a more effective path to societal security and resilience is built.

This manual is intended to serve as guidance to promote the establishment of the VOAD across the San Luis Valley and the State of Colorado. A VOAD may provide a solid foundation for improving traditional programs such as the Long-Term Recovery Committee (LTRC). Additionally, the proposed VOAD structure outlined in this manual may allow communities to expand, including more non- traditional programming in their disaster preparedness, response and recovery networks. Ideally, the VOAD will be permanently established by a community and encompass the four phases of emergency management: mitigation/prevention, preparedness, response, and recovery. Prevention is a post-9/11category that some consider an additional phase; for the purposes of this manual, we will include prevention within mitigation. The VOAD will use community disaster education, hazard vulnerability analysis, local emergency management plans, training, exercises, and educational courses for community/government leadership, and the expertise of its members to encourage all-inclusive disaster awareness within the community. In doing so, the VOAD will strengthen and improve individual and family preparedness, community resilience and area-wide disaster coordination.

Within a VOAD, stakeholder agencies and organizations may include, but are not limited to, local emergency management, other local governmental agencies, non-governmental organizations, faith-based organizations, land grant extension programs, and public, private, or not-for-profit organizations with a common interest of addressing a community's needs as a result of an emergency or disaster. A VOAD shall be a collaborative working group in which all participants are equal partners united by common goals to better serve the community they represent prior to, during, and following an emergency or disaster. This manual shall provide a

flexible structure that may be modified to fit the needs of a community. Individual VOADs throughout Colorado may choose components of the manual that are useful to their community; for this reason, the structure of VOADs within the state may vary. Components of the VOAD structure that are not initially utilized may be added to the VOAD based on the community's needs.

This guidance manual will outline the function, purpose, scope, and suggested structure of the San Luis Valley VOAD, and identify lead and support agencies. Additional resources and training opportunities for locating community resources are also provided within the context of this manual.

FORWARD

This San Luis Valley Voluntary Organizations Active in Disaster (SLV VOAD) Guidance Manual represents an evolution in conceptual doctrine regarding the provision of emergency human services relating to disasters at the community level. This first edition of the SLV VOAD Guidance Manual, was created in 2019, to appropriately identify the needs for the communities within the San Luis Valley and its entirety. However, there are continuous changes in emergency management regarding community collaboration. Realizing, the Citizen Corps programs and FEMA's Whole Community concept are major influences in disaster preparedness, response and recovery around the nation. Best practices learned from historical patterns of providing emergency human services, the development of standardized and complex functions (e.g., debris removal from private property), the greater number of partnering organizations, the improved organizational structure of key partner associations (e.g., National VOAD, COVOAD, The Partnership), and the enhanced capabilities and type of emergency human services offered all lead to a need to reevaluate the organization and structure of the SLV VOAD.

SLV VOAD supporters in the State of Colorado such as the Colorado Voluntary Agency Liaison (CO VAL), Community Emergency Management Program (CEMP), Colorado Voluntary Organizations Active in Disaster (CO VOAD), the Governor's Faith-Based and Community Service Partnership for Disaster Recovery (The Partnership), and many other partners will help shape the SLV VOAD Guidance Manual, setting forth a stronger vision for the SLV VOAD. This document is intended to be shared widely and freely, to help serve the most important mission of the SLV VOAD.

ROLE OF EMERGENCY MANAGEMENT

Governance of a Voluntary Organization Active in Disaster

A VOAD may be formed as an organization under the local emergency management agency, as a nonprofit agency under a 501(c) 3 designation with a Memorandum of Understanding (MOU) with the local emergency management agency, or as a partner with another 501(c) 3 organization or agency holding an MOU with the local emergency management agency. The VOAD must maintain a mutually beneficial relationship with local emergency management--the two entities should heavily rely on each other as partner organizations.

Phases of Comprehensive Emergency Management

Descriptions of activities to mitigate, prepare, respond, and recover from the effects of disasters have been numerous. FEMA established the standard with the introduction of four (4) phases of Comprehensive Emergency Management (CEM). Originally, the four phases (paraphrased) included:

1. **Mitigation**: any activity to reduce or eliminate the consequences of a hazard, or the vulnerability to the hazard
2. **Preparedness**: activity undertaken to prepare for a hazard or vulnerability presented by the hazard
3. **Response**: a direct effort, by any organization, to save lives, injuries or damages to citizens or the environment caused by a hazard or the consequence of the hazard
4. **Recovery**: any activity, by any organization, to recover (short or long-term) the effected lives, injuries or damages to citizens, community or the environment caused by a hazard or consequences of said hazard

In the aftermath of the terrorist attacks on September 11, 2001 and the creation of the Department of Homeland Security, another focus and descriptor developed within common emergency management vernacular. **Prevention—**to identify, deter or stop an incident from occurring--became a common term scattered throughout discussions of the four phases, and some academics and practitioners alike consider "prevention" as a completely separate fifth phase of emergency management. Concurrently, the concept of the Integrated Emergency Management System (IEMS) was introduced, promoting the "Whole Community" approach in which all organizations, public and private, work toward common goals within all phases of emergency management.

This guidance manual provides information based on the foundational four phases of emergency management as identified by Comprehensive Emergency Management and acknowledges that organizations recognize additional or alternative phases. To keep this guidance simple, and to keep the objectives for the VOAD clear, "prevention" is considered a mitigation strategy/activity within the original four phases.

PARTNERSHIPS

Community engagement can lead to a deeper understanding of the unique and diverse needs of a population, including its demographics, values, norms, community structures, networks, and relationships. The more partnering organizations know about their communities, the better they can understand the real-life safety and sustaining needs of the populations they serve. By establishing mutual partnerships prior to an event and developing relationships within a community, a VOAD is more prepared to respond to and recover from disasters of all sizes.

FEMA's Whole Community concept reiterates the importance of creating and enhancing partnerships between local and state organizations. In the San Luis Valley, The Faith-Based and Community Service Partnership for Disaster Recovery (The Partnership), San Luis Valley Voluntary Organizations Active in Disaster (SLV VOAD), and the Colorado Interfaith Disaster Response Organization (CIDRO) play a collaborative role in state emergency management. These collaborative forums provide more effective and less duplicative services by organizing efforts and building relationships before disaster strikes.

The Faith-Based and Community Service Partnership for Disaster Recovery (The Partnership)

The mission of the Faith-Based and Community Service Partnership for Disaster Recovery (The Partnership) is to aid the Valley's recovery plans by developing and implementing a holistic approach to disaster recovery, maximizing public and private resources to facilitate an efficient and effective integrated system addressing human services, housing, infrastructure, community and economic development issues.

Vision Statement

> The Partnership acts to enhance San Luis Valley's ability to plan and prepare for, mitigate against, respond to and recover from any disaster so that all residents in the valley, directly or indirectly affected, may be associated and empowered in their recovery.

As charged in the executive order, The Partnership's duties and responsibilities are to:

- Develop and maintain operating protocols for the Partnership;
- Serve as the coordinating organization, together with the State Emergency Management Agency, for emergency human services functions in natural disasters and terrorist events;
- Provide a forum to enable collaborative organizations such as the Colorado Voluntary Organizations Active in Disaster (CO VOAD) and Colorado Interfaith Disaster Response Organization (COIDRO) to best serve Coloradans in time of emergency;

- Assure the responsiveness of public and private sector resources to citizens in time of disaster;
- Improve the human services disaster response and recovery delivery methods with a goal of increasing service to the citizens of the San Luis Valley while maximizing the use of public and private sector resources;
- Develop and maintain an effective response and recovery plan which includes those residents with special needs;
- Function as a regional Citizen Council for the San Luis Valley, with support to the Homeland Security Advisory Council, on post-disaster human service issues; and
- Develop and propose to the Governor's office viable plans for funding recovery efforts in disasters that are undeclared, and to assist residents who are underserved in declared disasters.

San Luis Valley Voluntary Organizations Active in Disaster (SLV VOAD)

The purpose of the San Luis Valley Voluntary Organizations Active in Disaster (SLV VOAD) is to coordinate planning efforts of the many voluntary organizations responding to, preparing for, recovering from, and mitigating against disaster. Member organizations provide more effective and less duplicative services by organizing efforts before disaster strikes. The CO VOAD & SLV VOAD has proven to be the most effective method for the wide variety of volunteers and organizations that wish to serve toward disaster needs to come together and work through a crisis.

SLV VOAD objectives include:

Cooperation: To create a climate of openness for the sharing of information;

Coordination: To foster understanding, develop advocacy, and deliver services in an integrated manner;

Communication: to disseminate information, including a directory of member organizations and resources;

Education: To increase mutual awareness and understanding of each organization;

Leadership Development: To share resources and support activities to build better leadership within member organizations;

Mitigation: To embark upon activities that will lessen the impacts of disasters on communities throughout Colorado; and

Outreach: Conduct efforts to bring new members to the organization and encourage representation throughout Colorado.

San Luis Valley Interfaith Disaster Response Organization (SLVIDRO)

The San Luis Valley Interfaith Disaster Response Organization sets forth these By-Laws in accordance with the laws of the state of Colorado as an act of incorporating a not-for-profit organization to provide inter-faith coordination for disaster response in the San Luis Valley. Specifically, it is the mission of SLVDRO to:

- Provide a communication link for people, churches, and communities following a disaster event;
- Match identified needs with available financial and personnel resources;
- Be a partner of the secular disaster relief networks in Colorado;
- Aid people and communities regardless of race, religion, sex, or legal status, particularly the needs which will be unmet by other relief programs;
- Provide and enhance the unique gifts of pastoral care and ministry to the emotional and spiritual trauma experienced by disaster survivors;
- Provide pastoral care and support for caregivers;
- Be available to continue with recovery efforts for at least 24 months; and
- Engage in disaster related education, preparation, mitigation efforts between disaster events.

A VOAD is a supportive and collaborative entity composed of community organizations, government organizations, businesses and volunteers who may have resources such as personnel, equipment, or commodities to assist in disaster response and recovery. By positively integrating emergency management partnerships into the VOAD, the group will be better prepared to meet the needs of the community following a disaster. The partnerships created among the VOAD, between traditional and non-traditional disaster response entities, will enhance community preparedness and resiliency.

Partners are encouraged to demonstrate the four core principles as established by National VOAD.

National Voluntary Organizations Active in Disaster Mission:

- To eliminate duplication and effective resource coordination -money, materials and manpower –in the disaster cycle (mitigation, preparation, response and recovery), the National VOAD collaborative practices the “4C’s” as guiding principles for how we operate and resolve conflict:

- **Cooperation**
  We need each other: we recognize no single organization has all the answers for all the challenges that arise during disasters. We understand that our common goals for a community can be best achieved by working or acting together with a common purpose. Operationally, “cooperation” recognizes the value of working together on at least one specific delivery of service or event, distinct from the more comprehensive “coordination” principle listed below.

- **Communication**
  We treat fellow members as partners and foster a climate of openness to promote the regular sharing of information about and between our member organizations—their capacities, accomplishments, limitations and commitments. Members must develop and maintain effective channels for sharing information, listen carefully to each other, and deal openly with concerns.

- **Coordination**
  Member organizations commit to working together, in a non-competitive manner, toward the goal of effective service delivery throughout the disaster cycle. Through careful planning and preparation, National VOAD member organizations form tactical partnerships to work in a coordinated, predictive fashion to more effectively utilize resources to accomplish a set of tasks.

- **Collaboration**
  Member organizations establish shared goals and actively work together to achieve specific goals and undertake specific projects throughout the disaster cycle. We form strategic partnerships throughout the disaster cycle.

Engaging the whole community and empowering local action will better position stakeholders to plan for and meet the actual needs of a community, while strengthening the local capacity to handle the consequences of all threats and hazards. This requires all members of the community to be part of the emergency management team, which should be inclusive of a diverse community; social and community service groups and institutions, faith-based organizations, disability organizations, academia, professional associations, the private and nonprofit sectors, and government agencies who may not traditionally have been directly involved in emergency management. When the community is engaged in an authentic dialogue, it becomes empowered to identify its needs and existing local resources that may be utilized to meet those needs.

Strengthen what works well in communities on a daily basis. The "Whole Community" approach to building community resilience requires finding ways to support and strengthen the institutions, assets, and networks that already work well in communities and are working to address issues that are important to community members on a daily basis. Existing structures and relationships that are present in the daily lives of individuals, families, businesses, and organizations before an incident occurs can be leveraged and empowered to act effectively during and after a disaster strikes.

FAITH-BASED ORGANIZATION DISASTER INITIATIVE

PURPOSE

The faith community has been involved in responding to human suffering since the formation of established faith organizations. In addition to its state role, The Partnership acts as a model for local faith-based organizations in an effort to enhance the ability of communities to plan and prepare for, mitigate against, respond to, and recover from any disaster so that all local citizens, directly or indirectly affected, may be associated and empowered in their recovery efforts. The mission of this committee is to engage the local faith community in emergency preparedness through three initiatives: individual and family preparedness both internally for their congregants and externally for the entire community; Continuity of Operations Planning for the faith community; and external ministries in mass care and long-term recovery for the entire community.

SCOPE

During the preparedness phase, the faith community is encouraged to participate in "Safe Sabbath" (formerly known as "Safe Sunday") in September (National Preparedness Month) and hold faith-based workshops to promote partnerships and collaboration. In the recovery phase, the faith community can provide support to the community during short term and long term recovery. Short term recovery is a fast-paced period designed to provide temporary relief to survivors. During this phase, faith-based organizations can support other organizations that are providing temporary assistance to the survivors, such as temporary repairs to homes and businesses, debris removal, sheltering and feeding (people and animals), and assisting with Multi-Agency Resource Centers, etc. It is during the long-term recovery phase that the faith community plays a significant role by becoming a member of the collaborative effort of the community. This could include membership on the Long-Term Recovery Committee (LTRC), providing disaster case management services to survivors, assisting in the assessment of unmet needs and location of resources to meet those needs, and identifying and addressing mental health and spiritual care needs for survivors and relief workers, etc.

POTENTIAL PARTNERS

Partner agencies may include but are not limited to:

- Ministerial Alliance
- Faith-Based Organizations
- Community Based Organizations
- Local Emergency Management Agency

RESOURCES/TRAINING

CDPS Division of Fire & Prevention Control: Paul Duarte, Paul.Duarte@state.co.us and Devin Hayne, Devin.Haynie@state.co.us

Colorado Department of Public Safety, Division of Homeland Security & Emergency Management, David.Osborn@state.co.us, web address: www.coemergency.com and www.SLVEMERGENCY.org
24 Hour Emergncy Line (303) 279-8855.

Alamosa County Emergency Manager: Eric Treinen, (need email)

Conejos County Emergency Manager: Rodney King, Rodney@co.Conejos.co.us

Costilla County Emergency Manager: Christopher Rodriguez, chris.rodriguez@costillacounty-co.gov

COMMUNITY ORGANIZATIONS ACTIVE IN DISASTER BASIC PLAN

PURPOSE

Community Organizations Active in Disaster (VOAD) is a collective group of organizations, based within a community or geographic area, which is composed of representatives from public, private and not-for-profit agencies. This is similar to a local Citizen Corps Council that oversees the Citizen Corps partner programs. Within some communities of the valley, a Citizen Corps Council may already exist and play an instrumental role in promoting collaborative efforts. A VOAD should consider aligning or perhaps even merging with the existing organization as the goals and objectives of both groups overlap in many areas. A VOAD will enhance the community's ability to mitigate, prepare for, respond to, and recover from disasters using FEMA's Whole Community concept to engage the full capacity of the public, private and nonprofit sectors. These partners include businesses, faith-based organizations, community organizations, disability organizations, and community stakeholders, in conjunction with the participation of local, tribal, state, territorial, and federal government partners. A VOAD's mission is to coordinate emergency human services, thus ensuring that human needs, inherent in a disaster situation, are evaluated and addressed.

SCOPE

A VOAD has a broad mission that will provide a platform for launching traditional programs such as a Long-Term Recovery Committee (LTRC), while promoting an inclusive concept to add more non-traditional programming into their organizations through the incorporation of the "Whole Community" concept. A VOAD can be organized in several ways based on the needs of the community.

Most disasters and emergencies are local events, so it is important that the VOAD and local emergency management collaboratively continue to build more resilient communities. Effective communication and cooperation prior to an incident will influence community recovery following an event.

Each VOAD will include any agency that has a role in emergency management and emergency human services. These agencies include disaster services agencies; emergency management agencies; public, private, not-for-profit, or faith-based organizations, community-based organizations; disability organizations; and organizations with an interest in addressing a community's emergency needs. The VOAD will be a collaborative working group in which all the participants are equal partners united by common goals. It is important to note; all organizations maintain their individual autonomy as members of the VOAD.

VOADs are directly linked by purpose and function to a larger organization at the state level known as Colorado Voluntary Organizations Active in Disaster (CO VOAD). This state level VOAD is directly linked by purpose and function to the National Voluntary Organizations Active in Disaster (National VOAD). Although participants at all levels may vary, all three organizations--VOAD, San Luis Valley VOAD, and National VOAD--work together to promote

collaboration, cooperation, coordination and communication between the voluntary organizations that are active in disaster.

A VOAD should then provide a forum for information sharing by promoting the 4 C's (coordination, communication, cooperation, and collaboration) between agencies, and it should support and be a resource to local emergency management and the community in every emergency management phase. Every VOAD must determine how best to carry out its community's aspirations and priorities while meeting the needs of its citizens. However, adoption of the suggested concepts below may be a good starting point:

Functional Areas

The recommended functional areas to be supported within a VOAD structure are:

Community/Public Health
- Outreach and Wellness

Citizen Corps Programs
- Medical Reserve Corps (MRC)
- Fire Corps
- Volunteers in Public Service (VIPS)
- Community Emergency Response Team (CERT)
- USA on Watch

Donations Management

Volunteer Management

Long-Term Recovery Committee
- Volunteer Coordination
- Resource Coordination/Development
- Construction Services
- Disaster Case Management

Emergency Assistance
- Information and Referral Assistance
- Emergency Home Repair
- Debris Removal
- Damage Assessment
- Multi-Agency Resource Center

Mass Care
- Sheltering
- Feeding
- Bulk Distribution

- Pet Sheltering
- Functional Needs Support Services

Emotional and Spiritual Care

VOAD Activities by Phase

Mitigation and Preparedness Activities

1 Participation in special mitigation and preparedness events such as severe weather awareness week, The Great Central U.S. ShakeOut drill, National Preparedness Month activities, etc.;

2. Participation in community disaster education to include individual and family preparedness, utilizing resources such as Ready in 3;

3. Supporting mitigation efforts in the community and in community organizations;

4. Promoting specific resilience-building activities within member organizations-

5. Education, orientation and training for agencies and individuals involved in the VOAD and the public at large;

6. Participation in community disaster planning efforts and creating or developing plans for VOAD agencies and community partners.

7. Creating a resource guide of agencies and services that may support disaster operations;

8. Interaction and collaboration with emergency management agencies;

9. Becoming involved with other local groups with common objectives such as the Local Emergency Planning Commission (LEPC),the Local Public Health Agency (LPHA), community organizations, faith-based organizations and disability organizations; and

10. Interact with CO VOAD to build relationships prior to an event.

Response Activities

VOAD activities during the incident period are focused on emergency human needs and may include the following:

1. Working directly with local emergency management command and control elements, under the Incident Command System (ICS), to offer or request resources;

2. Participating in emergency human services functions including, but not limited to:
   a. Community/Public Health
   b. Donations Management
   c. Volunteer Management
   d. Mass Care (e.g., sheltering, feeding, bulk distribution, pet sheltering)
   e. Emergency Assistance (e.g., emergency home repair, debris removal, damage assessment)
   f. Spiritual and Emotional Care
   g. Administrative Support and Record Keeping

3. Establish ongoing communications with CO VOAD and other partner agencies.

4. Support the Local Emergency Operations Center (LEOC) upon request, in conjunction with Emergency Support Functions #6 and #8.

   See annexes to this manual for more specific guidance on each emergency human services function.

Recovery Activities

Recovery activities that might involve VOADs are as follows:

1. Establish a Long-Term Recovery Committee (LTRC) in the community;

2. Support ongoing recovery operations with human services, referrals and resources;

3. Support ongoing donations and volunteer management;

4. Advocate for disaster survivors.

POTENTIAL PARTNERS

The Emergency Human Services (EHS) section of the Colorado State Emergency Management Agency (SEMA) may provide information and assistance to VOADs, especially during development. CO VOAD shall serve in an advisory role and promote collaborative efforts with existing and newly formed VOADs throughout the state. Additionally, SEMA Area Coordinators may also aid local VOADs. This network of organizations will continue supporting collaborative efforts as communities recover. Additional contact information and reference materials listed below can be obtained from SEMA's EHS Branch.

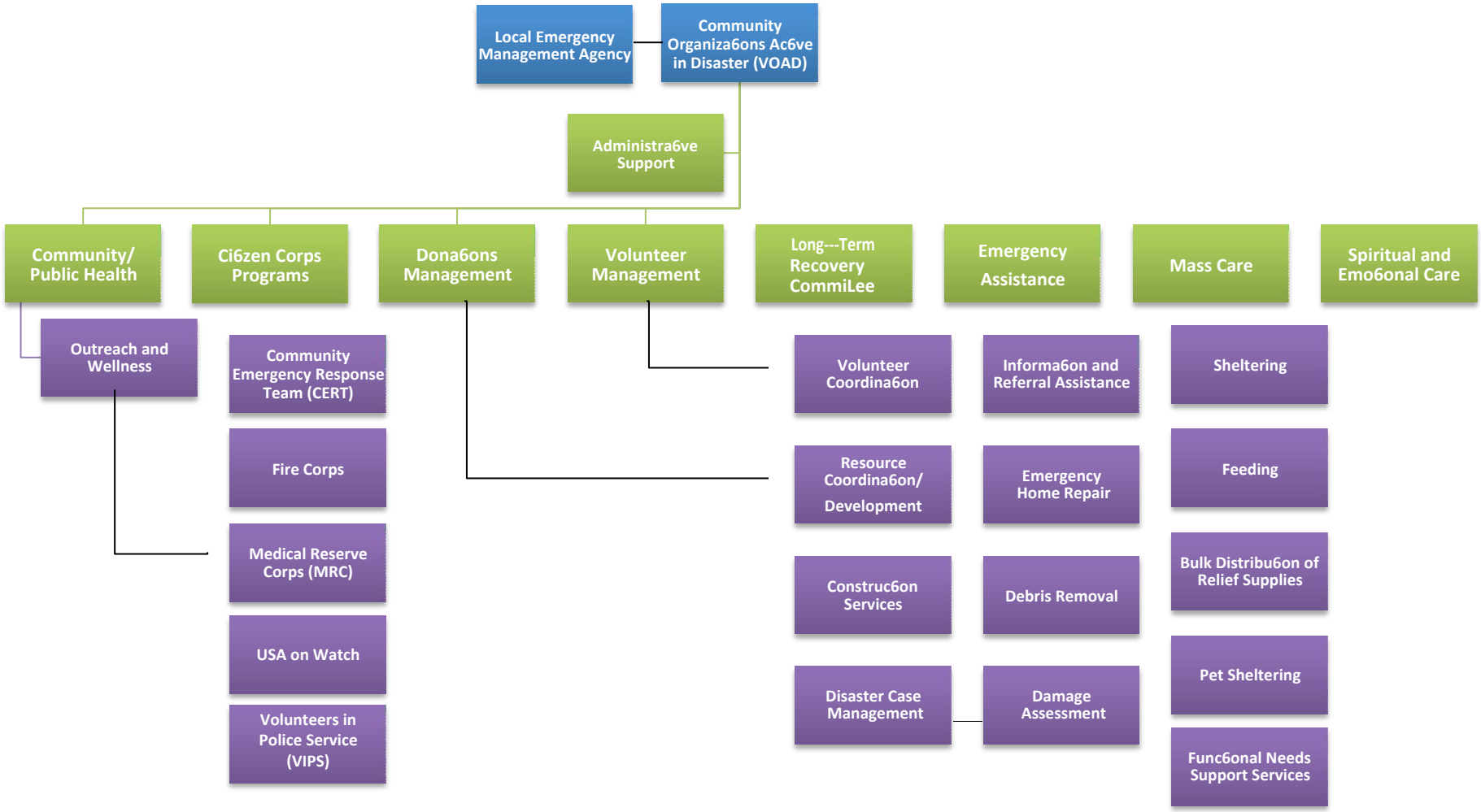
Partner agencies may include but are not limited to:

- local and/or state emergency management agency
- civic organizations
- other local governmental agencies
- social service agencies
- university land grant extension programs
- faith-based organizations
- community foundations/organizations
- community/public health organizations
- information and referral services
- mental/behavioral health agencies
- disability organizations
- private sector
- Governor's Faith-Based and Community Service Partnership for Disaster Recovery (The Partnership)
- Colorado Volunteer Organizations Active in Disasters (CO VOAD)

RESOURCES

APPENDIX 1: SAMPLE STRUCTURE OF COMMUNITY ORGANIZATIONS ACTIVE IN DISASTER

The structure may not accommodate every community. Each VOAD structure will be dependent upon the community's needs; thus, it is extremely possible that no two VOADs within Colorado and the San Luis Valley will be identical in structure.



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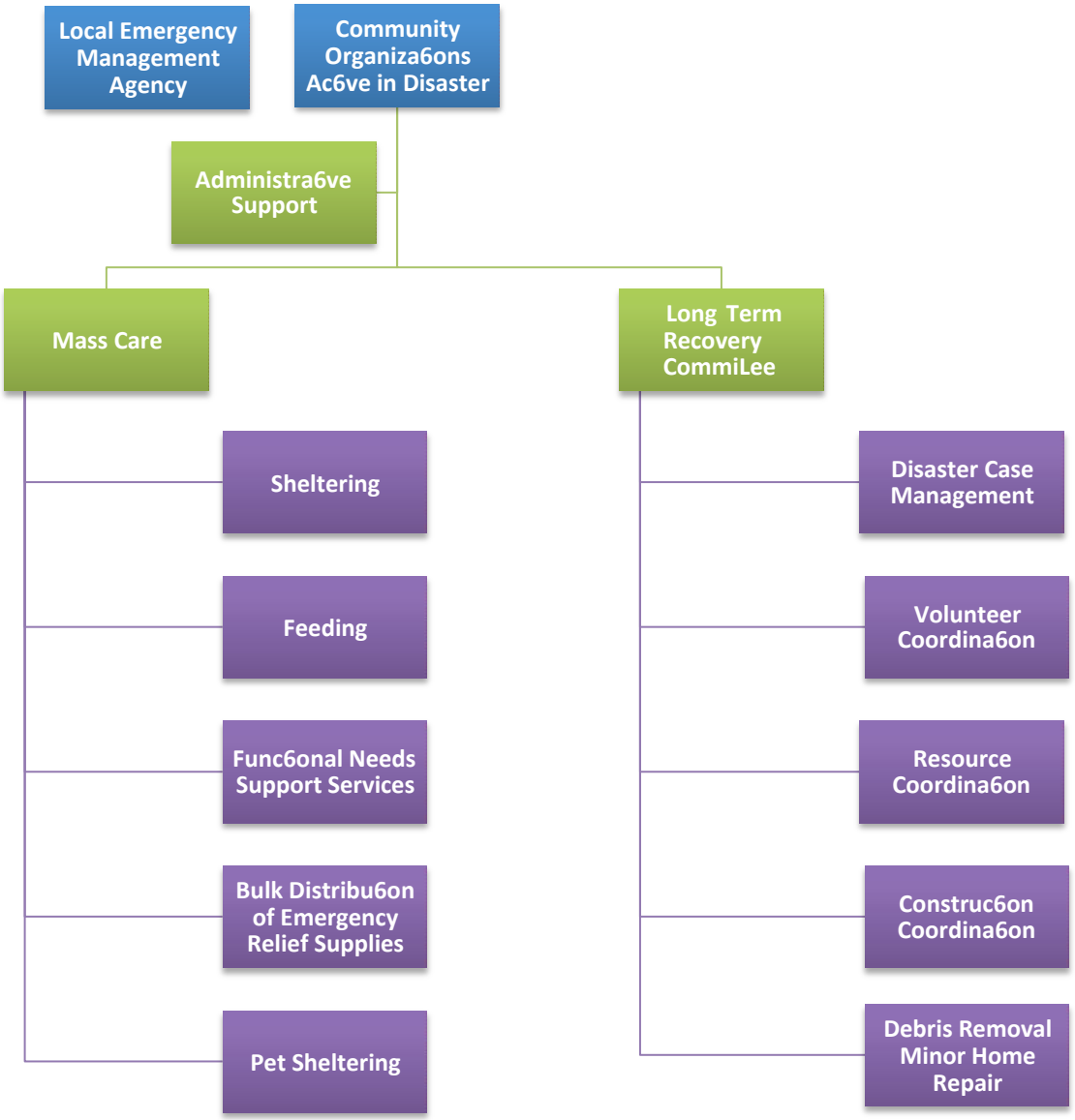
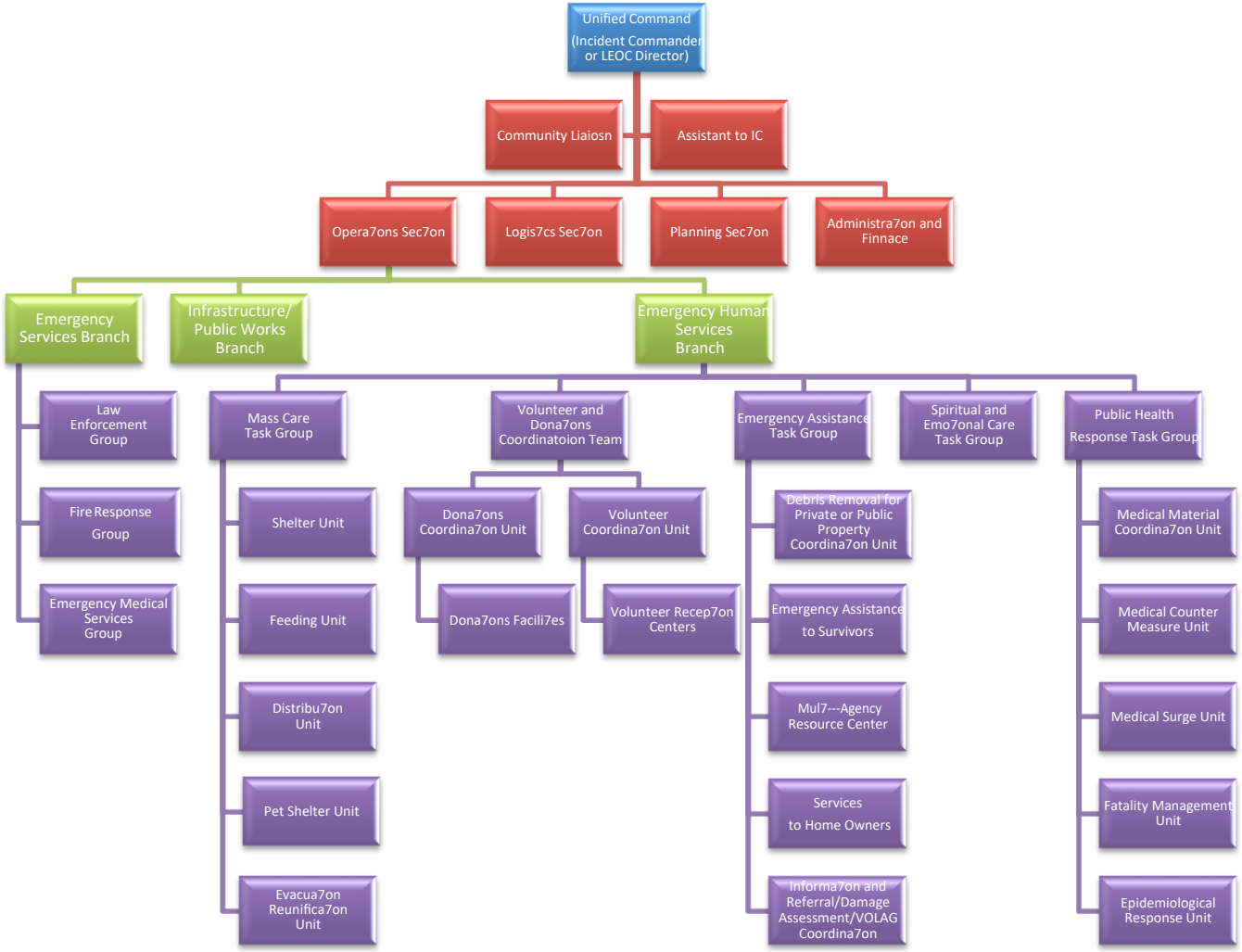


APPENDIX 1: SAMPLE STRUCTURE OF COMMUNITY ORGANIZATIONS ACTIVE IN DISASTER DURING RESPONSE PHASE



These example organization charts may not accommodate every community. Each VOAD structure will be dependent upon the community's needs; thus, it is extremely possible that no two VOADs within Colorado and the San Luis Valley will be identical in structure.

APPENDIX 2: COMMONLY USED ACRONYMS

AB	American Baptist
AAA	Area Agency on Aging
ABM	American Baptist Men
ACS	Adventist Community Services
ARC	American Red Cross
ARRL	American Radio Relay League
BDM	Brethren Disaster Ministry
BFE	Base Flood Elevation
CAN	Coordinated Assistance Network
CAP	Community Action Program or Civil Air Patrol
CBO	Community Based Organization
CDBG	Community Development Block Grant
CDCC	Cooperative Disaster Child Care
CDR	Christian Disaster Response
CERT	Community Emergency Response Team
CMHC	Community Mental Health Center
CO VOAD	Colorado Volunteer Organization Active in Disaster
CRWRC	Christian Reformed World Relief Committee (a.k.a.: "World Renew")
CSS	Catholic Social Services
CWS	Church World Service
DED	Department of Economic Development
DFO	Disaster Field Office

DH	Disaster Housing
DHS	Department of Homeland Security
DHSS	Department of Health and Senior Services
DMH	Disaster Mental Health; Department of Mental Health
DNN	Disaster News Network
DOB	Duplication of Benefits
DRC	Disaster Recovery Center
DRO	Disaster Recovery Organization
D-SNAP	Disaster Supplemental Nutrition Assistance Program
DSS	Department of Social Services
DUA	Disaster Unemployment Assistance
EA	Emergency Assistance
EBT	Electronic Benefit Transfer
EFS	Emergency Food and Shelter
EMA	Emergency Management Agency
EMR	Emergency Minor Repair
EOC	Emergency Operations Center
ERS	Emergency Response Specialist (with CWS)
ESF	Emergency Support Function
ERV	Emergency Response Vehicle
FAAT	FEMA Acronyms, Abbreviations and Terms
FB	Farm Bureau
FCIC	Federal Crop Insurance Corporation
FCO	Federal Coordinating Officer

FDM Friends Disaster Ministry

FEMA Federal Emergency Management Agency

FHA Federal Housing Administration

FIA Federal Insurance Administration

FmHA Farmers Home Administration

FNS Food and Nutrition Service

FSA Farm Services Agency

FRP Federal Response Plan

HMGP Hazard Mitigation Grant Program

HSCO Humane Society of Colorado

HSUS Humane Society of the United States

HUD Department of Housing and Urban Development

HVAC Heating Ventilation and Air Conditioning

IA Individual Assistance

ICISF International Critical Incident Stress Foundation

ICS Incident Command System

IFG Individual and Family Grant Program

IHP Individuals and Household Program

ISP Immediate Services Program

JFO Joint Field Office

IRFF International Relief Friendship Foundation

LDR Lutheran Disaster Response

LDS Latter Day Saints

LEPC Local Emergency Planning Committee

LFCS	Lutheran Family and Children's Services
LSS	Lutheran Social Services
LTR	Long-Term Recovery
LTRC	Long-Term Recovery Committee
LTRG	Long-Term Recovery Group
LTRO	Long-Term Recovery Organization
MDS	Mennonite Disaster Service
NDRF	National Disaster Response Framework
NEMIS	National Emergency Management Information System
NFIP	National Flood Insurance Program
NFO	National Farmers Organization
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOVA	National Organization for Victims Assistance
NVOAD	National Voluntary Organizations Active in Disaster
NWS	National Weather Service
ONA	Other Needs Assistance
OSHA	Occupational Safety and Health Administration
PA	Public Assistance Program (FEMA)
PDA	Preliminary Damage Assessment; Presbyterian Disaster Assistance
PFA	Psychological First Aid

PIO	Public Information Officer
ROI	Release of Information
RSP	Regular Services Program
SB	Southern Baptist Disaster Relief
SBA	Small Business Administration
SCO	State Coordinating Officer
SITREP	Situation report
SEMA	State Emergency Management Agency
SMHA	State Mental Health Authority
SSBG	Social Service Block Grant
THU	Temporary Housing Unit
TRO	Transitional Recovery Office
TSA	The Salvation Army
UCC	United Church of Christ
UMCOR	United Methodist Committee on Relief
USDA	United States Department of Agriculture
VA	Veteran's Administration
VAL	Voluntary Agency Liaison
VISTA	Volunteers in Service to America
VITA	Volunteers in Technical Assistance
VOAD	Voluntary Organizations Active in Disaster
VOLAG	Voluntary Organizations

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APPENDIX 3: COMMON TERMS AND DEFINITIONS

Advocacy: Pleading the client's cause or getting support for the client.

Affected Structure: This is a structure that received damage but is usable for its intended purpose.

Applicant: An individual or family who applies or request for disaster assistance.

Articles of Incorporation: A legal document that creates a specific type of organization, a corporation, under the laws of a state.

Assessment: The evaluation and interpretation of measurement and other information to provide a basis of decision-making.

Base Flood: The possibility of a flood having a one percent chance of being equaled or exceeded in any given year also known as the 100-year flood plain.

Base Flood Elevation (BFE): This elevation is the basis of the insurance and floodplain management requirements of the National Flood Insurance Program (NFIP).

Building Code: Set of regulations intended to set a mandatory standard for construction.

Building Inspection: An examination to ensure that abuilding has structural and mechanical integrity based on local building code.

Building Permit: A document obtained from the local Building Inspections Department to record the construction activities.

Buyout: Property acquisition after a disaster in which the community buys private property, acquires title to it, and then clears it.

By-laws: As the Mission Statement helps define the need, philosophy, and actions the group will take, a set of bylaws (even informal) will help the group identify how it intends to operate and relate within and outside of itself.

Citizen Corps: Established as a nationwide framework to support a grass roots strategy for community preparedness and resilience, Citizen Corps was created to help coordinate volunteer activities that will make communities safer, stronger, and better prepared to respond to any emergency situation. It provides opportunities for people to participate in a range of measures to make their families, homes, and communities safer from the threats of crime, terrorism, and disasters of all kinds.

Coordinated Assistance Network (CAN): A web-based network of people, information and tools used to assist agency collaboration. Tools include: Client Registry, Resource Database, Community Calendar, Disaster Library, Forums, and Content Management.

Comprehensive Emergency Management: The preparation for and the carrying out of all emergency functions necessary to mitigate, prepare for, respond to, and recover from emergencies and disasters caused by all hazards--whether natural, technological, or human caused. Comprehensive Emergency Management consists of four related components: all hazards, all phases, all impacts, and all stakeholders.

Construction Management: The process of overseeing repair or rebuilding of client homes.

Crisis Counseling: The application of individual and group treatment procedures that are designed to improve the mental and emotional health and subsequent short or long-term psychological and behavioral conditions resulting from a major disaster or its aftermath.

Deferred Maintenance: An existing need for normal repair and rehabilitation maintenance that has been postponed, unfulfilled or delayed, causing a decline in the structure's physical condition and correlating value of the structure, prior to a disaster.

Disaster Casework: Early intervention to disaster survivors including accurate and timely information and agency referral, resources for urgent needs, and screening for disaster program eligibility, including long-term disaster case management.

Disaster Case Management: A time-limited process by which a skilled helper (Disaster Case Manager) partners with a disaster-affected individual or family (Client) in order to plan for and achieve realistic goals for recovery following a disaster. This comprehensive and holistic Disaster Case Management approach to recovery extends beyond providing relief, providing a service, or meeting urgent needs.

Disaster Mental Health: Services that take into consideration the unique aspects of trauma by natural or human-caused disaster.

Disaster Recovery Unmet Need: Any non-resourced item, support or assistance that has been assessed and verified by representatives of voluntary organizations as being necessary in order for the survivor to recover from the disaster.

Donations: Voluntary offerings by the public, businesses, or organizations for the benefit of the disaster-affected area. Donations may be classified as "financial donations" or "in-kind donations."

Donations Management: The capability to effectively coordinate the use of donated goods in support of the response and long-term recovery phases of disaster management.
Duplication of Benefits (DOB): Duplication of Benefits occurs when assistance is granted to a disaster survivor for whom other designated resources are available: e.g., payment of home repair costs when personal insurance would have taken care of the cost, or payment of costs that a federal or state assistance program would have addressed. When public money is involved, DOB may be a legal issue. When voluntary agency money is involved, DOB will use already limited resources.

Eligible Community (or **Participating Community):** A community for which the Federal Insurance Administrator has authorized the sale of flood insurance under the National Flood Insurance Program.

Emergency Operations Center (EOC): The protected site from which civil governmental officials (municipal, county, state or federal) exercise direction and control in an emergency.

Spiritual and Emotional Care: Assessing and providing for individuals, families, and communities by nurturing spiritual and emotional needs with respect for cultural and religious diversity.

Federal Disaster Assistance: Aid to disaster survivors or local or state governments by federal agencies under provisions of the Disaster Relief Act of 1974, as amended.

Floodplain: Lowlands adjoining the channel of a river, stream, watercourse, ocean, lake or other body of water, which have been or may be inundated by floodwater, and those other areas subject to flooding (FEMA Higher Education Project).

Hazard Mitigation: Utilizing cost-effective measures that may assist in reducing potential damage to a facility as a result of a disaster.

Incident Command System (ICS): A formal understanding of coordinating response to an event by delineating tasks/functions and the person(s) who have the authority/responsibility to carry out those tasks.

Individual Assistance (IA): Supplementary federal assistance provided to individuals and families adversely affected, in accordance with a Presidential declaration of emergency or major disaster under the Stafford Act.

Individuals and Households Program (IHP): Under Presidentially declared disasters; this program enables families and individuals to receive assistance for eligible disaster-related expenses, such as essential home repairs.

Interfaith: Local congregations and worship communities working together for long-term recovery.

Major Damage: A structure that has received substantial damage and will require considerable time to repair, but remains technically and economically feasible to repair.

Minor Damage: A structure that has received such damage that it is no longer usable for its basic purpose, but can be easily repaired and made useable in a short time.

National Donations Management: A web-based donations management network for use during times of disaster response and recovery. This system streamlines the unsolicited donations as they are offered, accepted, processed, tracked, distributed and

acknowledged. The network's virtual approach allows government and nonprofit users to see in real time the in-kind donations offers available for immediate distribution.

National Emergency Management Information System (NEMIS): An integrated database system providing local processing support for FEMA assistance programs and support activities.

National Voluntary Organizations Active in Disaster (National VOAD or NVOAD): A partnership in disaster response and planning, National VOAD has 34 national member organizations, 52 state and territorial VOADs, and a growing number of local VOADs and VOADs. *See the Appendix for current listing of member agencies. See also Voluntary Organizations Active in Disaster.*

Preliminary Disaster Assessment: A damage assessment by a team of governmental (federal, state, local) inspectors viewing the disaster impact for purposes of projecting impact relative to various declaration requirements.

Nonprofit Organization: Any non-governmental agency or entity that currently has either an effective ruling letter from the U.S. Internal Revenue Service granting tax exemption under Section 501(c), (d), or (e) of the Internal Revenue Code of 1954, or satisfactory evidence from the state that the non-revenue producing organization or entity is a nonprofit or doing business under state law.

Recovery Plan: The disaster recovery plan outlines time-limited tasks for both client and disaster case manager.

Resilience: The ability of an individual, organization, or community to quickly recover from change or misfortune. It is commonly thought of as an ability to "bounce back".

Right of Entry: Usually associated with a document a client will sign indicating others may enter the premises**.**

Services Provided: Material or non-material resources or services delivered to a client.

Situation report (SITREP): A document that is developed and distributed during response as a means for disseminating a current situation assessment.

Small Business Administration (SBA): Provides loans for disaster related damage at lower than market rate for home rebuilding or replacement, business rebuilding, personal property loss, or economic injury disaster loss.

Social Service Block Grant (SSBG): Social Service Block Grant/Title XX of the Social Security Act provides funds to states for a broad range of social services, e.g., adoption assistance, foster care placement; home-based services for the elderly and the disabled such as meals on wheels; adult daycare; and domestic violence counseling.

Stafford Act: Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988 amended the Disaster Relief Act of 1974, PL 93-288. This Act constitutes the statutory authority for most Federal disaster response activities especially as they pertain to FEMA and FEMA programs.

Substantial Damage: Damage of any origin sustained by a structure whereby the cost of restoring the structure to its before-damaged condition would equal or exceed 50% of the market value of the structure before the damage occurred.

Temporary Housing: Housing accommodation provided on a temporary basis by the federal government to eligible individuals or families made homeless by a major disaster or emergency.

Tribal Government: Any federally-recognized governing body of an Indian or Alaska Native tribe, band, nation, pueblo, village, or community that the Secretary of Interior acknowledges to exist as an Indian tribe under the Federally Recognized Tribe List Act of 1994, 25 U.S.C 479a. This does not include Alaska Native corporations, the ownership of which is vested in private individuals.

Urgent Need: Any basic need which, if unmet, may pose a threat to an individual's or family's immediate health and safety.

Voluntary Organizations Active in Disaster (VOAD): A network that provides the venue for voluntary organizations with disaster response and recovery operations to collaborate, coordinate, cooperate and communicate. State VOADs work in non-disaster times to promote training and preparedness; they work in times of disaster to facilitate coordination of response and recovery efforts. VOADs are present at national, state and sub-state levels. At the state level, the VOAD may include local member agencies that do not have a national program. The state VOAD often serves as advocate and liaison between member agencies and the state government agencies. Recognized state VOADs have a charter and agreement with the National VOAD. *See National Voluntary Organizations Active in Disaster*.

Volunteer Reception Center: The VRC is activated following a disaster, and serves as a coordination point for both volunteers and people or agencies needing volunteer assistance.

Whole Community Concept: A means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests.

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APPENDIX 4: FEDERAL DISASTER PRORGRAMS

FEMA - Individuals and Households Program (IHP)

IHP provides money and services to people in the disaster area when losses are not covered by insurance and property has been damaged or destroyed. It is meant to help with critical expenses that cannot be covered in other ways. This assistance is not intended to restore damaged property to its condition before the disaster. Disaster assistance available from FEMA may include:

Housing Assistance

1. **Temporary Housing:**

   Money is available to rent a different place to live or a government-provided housing unit when rental properties are not available.

2. **Repair:**

   Money is available to homeowners to repair damage from the disaster to their primary residence that is not covered by insurance. The goal is to make the damaged home safe, sanitary, and functional.

3. **Replacement:**

   Money is available to homeowners to replace their home destroyed in the disaster if it is not covered by insurance. The goal is to help the homeowner with (a portion of) the cost to replace their destroyed home.

4. **Permanent/Semi-Permanent Housing Construction:**

   Direct assistance or money used for the construction of a home. This type of help only occurs in insular areas or remote locations specified by FEMA, where no other type of housing assistance is possible.

Other Needs Assistance

Money is available to repair damaged personal property or to pay for disaster-related necessary expenses and serious needs caused by the disaster. This disaster assistance may include monetary support for:

1. Disaster-related medical and dental costs;

2. Disaster-related funeral and burial costs;

3. Clothing;

4. Household items (room furnishings, appliances);

5. Tools (specialized or protective clothing and equipment) required for the survivors job;

6. Necessary educational materials (computers, school books, supplies);

7. Fuel for primary heat source (heating oil, gas, firewood);

8. Disaster-specified clean-up items (wet/dry vacuum, air purifier, and dehumidifier);

9. A vehicle damaged by the disaster;

10. Moving and storage expenses related to the disaster (moving and storing property to avoid additional disaster damage while disaster-related repairs are being made to the home);

11. Other necessary expenses or serious needs as determined by FEMA.

While some disaster assistance funds are available through IHP, most disaster assistance from the Federal government is in the form of loans administered by the Small Business Administration.

Additional Assistance

Additional programs may be available during a federally-declared disaster if the State requests any/all of these:

FEMA - Disaster Legal Services (DLS)

The purpose of Disaster Legal Services (DLS) is to provide legal assistance to low-income individuals who, prior to or as a result of the disaster, are unable to secure legal services adequate to meet their disaster-related needs.

Legal advice is limited to cases that will not produce a fee (e.g., those cases where attorneys are paid part of the settlement, which is awarded by the court). Cases that may generate a fee are turned over to the local lawyer referral service. The assistance that local lawyers provide typically includes:

1. Help with insurance claims for doctor and hospital bills, loss of property, loss of life, etc.

2. Drawing up new wills and other legal papers lost in the disaster;

3. Help with home repair contracts and contractors;

4. Advice on problems with landlords; or

5. Preparing powers of attorney.

Conditions and Limitations of Disaster Legal Services:

1. Presidentially-declared major disasters *only*.

2. Non-discrimination. All forms of FEMA assistance are available to any affected household that meets the conditions of eligibility. No Federal entity or official (or their agent) may discriminate against any individual on the basis of race, color, religion, sex, age, national origin, disability, or economic status.

Disaster Unemployment Assistance (DUA)

The purpose of Disaster Unemployment Assistance (DUA) is to provide unemployment benefits and re-employment services to individuals who have become unemployed as a result of a major disaster and who are not eligible for regular State unemployment insurance (UI).

GENERAL REQUIREMENTS

To be eligible for DUA, individuals must:

1. Not be eligible for regular UI;

2. Be unemployed as a direct result of the disaster;

3. Be able and available for work, unless injured as a direct result of the disaster (see conditions below);

4. File an application for DUA within 30 days of the date of the announcement of availability of DUA; and

5. Have not refused an offer of employment in a suitable position.

CONDITIONS OF UNEMPLOYMENT

One of the following conditions of unemployment or inability to perform services in self-employment must have occurred as a direct result of the disaster:

1. The individual has had a week of unemployment following the date the major disaster began;

2. The individual is unable to reach his/her place of employment;

3. The individual was scheduled to start work and the job no longer exists or the individual was unable to reach the job;

4. The individual became the major support of the household because the head of the household died as a direct result of the disaster;

5. The individual cannot work because of an injury caused as a direct result of the major disaster; or

6. The individual lost a majority of income or revenue because the employer or self-employed business was damaged, destroyed, or closed by the federal government.

Applicants must register with the State employment services office before they can receive DUA benefits.

FEMA - Crisis Counseling Program (CCP)

For more than 30 years, federal, state, U.S. territory, and federally recognized tribal governments have worked together with local providers to help disaster survivors recover from the effects of a disaster. The CCP is a federal, FEMA-funded program that provides supplemental funding to states, U.S. territories, and federally recognized tribes after a Presidential disaster declaration. Through an interagency agreement, the SAMHSA Center for Mental Health Services (CMHS) Emergency Mental Health and Traumatic Stress Services Branch provides grant administration and program oversight, as well as training and technical assistance for state and local mental health personnel.

The CCP consists of services focused on preventing or mitigating adverse repercussions of a disaster. This goal is achieved through the use of a prevention and public health approach. Beginning with the most severely affected group and moving outward, the program seeks to serve a large portion of the population affected by the disaster. Program services are community-based and often are performed in survivor's homes, shelters, temporary living sites, and churches. CCP services include supportive crisis counseling, education, development of coping skills, and linkage to appropriate resources, while assessing and referring those members of the community who are in need of more intensive mental health and substance abuse treatment to appropriate community resources. The CCP engages community gatekeepers and organizations through direct contact with stakeholder groups, such as unmet-needs committees, and participation in community events in order to facilitate response activities and services to survivors. The CCP is designed to assist with community recovery and collaboration in order to transition from CCP services to existing community resources upon the phase-down of the program.

The CCP funds the following services, which are described in detail in Annex H: Spiritual and Emotional Care of the manual:

- Individual crisis counseling

- Basic supportive or educational contact
- Group crisis counseling
- Public education
- Community networking and support
- Assessment, referral, and resource linkage
- Development and distribution of educational materials
- Media and public service announcements

The CCP consists of two grant programs, the ISP (Immediate Services Program) and the RSP (Regular Services Program). The ISP provides funding for up to 60 days after the date of the Presidential disaster declaration; the RSP provides funding for up to 9 months from the date the RSP is awarded.

The CCP may be a year or longer in duration if it includes an RSP in addition to an ISP. When many other disaster relief organizations have finished work and resources have ended, the CCP remains intact to provide necessary services. This is another aspect of the program that sets it apart from other approaches to disaster work.

The ISP application is due 14 days after the date of the Presidential disaster declaration. The RSP application and ISP extension request are due 60 days after the declaration date and are followed by a federal grant application review period, during which the ISP can be extended until a decision is made on approval of the RSP application.

The Colorado Department of Mental Health (DMH) serves as the State Mental Health Authority (SMHA) and must provide "a description of the state and local resources and capabilities, and an explanation of why these resources cannot meet the need." CCP opportunities are rare; thus, it is vitally important that local jurisdictions partner with DMH to accurately depict the mental health needs of the community immediately following a disaster.

FEMA – Disaster Case Management Program

The Disaster Case Management Program (DCMP) is a federally funded supplemental program administrated by the Department of Homeland Security's (DHS) Federal Emergency Management Agency (FEMA). In accordance with Section 426 of the Robert T. Stafford Disaster Relief and Emergency Act (Stafford Act), *"the President may provide case management services, including financial assistance, to State or Local government agencies or qualified private organizations to provide such services to [survivors] of major disasters to identify and address unmet needs"* (42 U.S.C. § 5189d). In the event of a presidentially declared disaster that includes Individual Assistance (IA), the Governor of the impacted state may request the DCMP through direct federal services and/or a federal grant.

Disaster Case Management is a time-limited process that involves a partnership between a case manager and a disaster survivor (also known as a "client") to develop and carry out a Disaster Recovery Plan. This partnership provides the client with a single point of contact to facilitate access to a broad range of resources. The process involves an assessment of the client's verified disaster-caused unmet needs, development of a goal-oriented plan that outlines the steps necessary to achieve recovery, organization and coordination of information on available resources that match the disaster-caused needs, monitoring of progress toward reaching the recovery plan goals and when necessary, client advocacy.

FEMA - Hazard Mitigation (HM)

The Hazard Mitigation Grant Program (HMGP) provides grants to States and local governments to implement long-term hazard mitigation measures after a major disaster declaration.

The purpose of the HMGP is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster. The HMGP is authorized under Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

National Disaster Recovery Framework (NDRF)

The National Disaster Recovery Framework (NDRF) is not a program, but rather a guide that creates stronger support for disaster-impacted state, local and tribal jurisdictions as they recover from disasters through a flexible, more inclusive structure. The NDRF is designed to enable disaster recovery managers to operate in a unified and collaborative manner as they work to restore quality of life, rebuild infrastructure, and revitalize economic and environmental vitality in the aftermath of disasters.

The National Disaster Recovery Framework introduces six new Recovery Support Functions that provide a structure to facilitate problem solving, improve access to resources, and foster coordination among State and Federal agencies, and nongovernmental partners and stakeholders. Each Recovery Support Function has

coordinating and primary Federal agencies and supporting organizations that operate together with local, State and Tribal government officials, nongovernmental organizations (NGOs) and private sector partners.

Small Business Administration (SBA) Disaster Assistance Loans

The Small Business Administration (SBA) provides low interest disaster loans to homeowners, renters, businesses of all sizes and private, nonprofit organizations to repair or replace real estate, personal property, machinery and equipment, inventory and business assets that have been damaged or destroyed in a declared disaster.

USDA Programs

The United States Department of Agriculture (USDA) offers assistance is many ways, including direct or guaranteed loans, grants, technical assistance, and research and educational materials. USDA's authority to provide emergency assistance for its various disaster relief programs exists under the Robert T. Stafford Disaster Relief, Emergency Assistance Act of 1987, Agriculture Secretary disaster declarations, Food and Nutrition Act of 2008, as well as other authorizing legislation.

Under the National Response Framework, USDA's Food and Nutrition Service (FNS) provides USDA foods to disaster relief agencies to feed people at shelters and mass feeding sites. States also can release, with FNS approval, USDA foods to disaster relief agencies to distribute directly to households that are in need. Such direct distribution takes place when normal commercial food supplies channels such as grocery stores have been disrupted, damaged, destroyed, or are unable to function. With respect to authority provided by the Stafford Act, a request by a State Governor and a Presidential emergency or disaster declaration are required in order to trigger this assistance. No such Presidential declaration is required to invoke Section 416 of the Agricultural Act of 1949 or the Agriculture and Consumer Protection Act of 1973.

FNS can authorize the issuance of the Disaster Supplemental Assistance Program (D-SNAP) when the President declares a major disaster with individual assistance under the Stafford Act. States must request approval from FNS to issue D-SNAP benefits in areas affected by a disaster. FNS works closely with States to prepare plans for D-SNAP. People who might not ordinarily qualify for the Supplemental Nutrition Assistance Program (SNAP) may be eligible for D-SNAP if they had expenses related to protecting, repairing, or evacuating their homes, or if they have lost income as a result of the disaster. Additionally, people who are already participating in the regular SNAP may be eligible for additional benefits under the D-SNAP.

Disaster benefits are provided like regular program benefits through an Electronic Benefit Transfer (EBT) card that can be used at authorized food retailers to buy food.

USDA offers many programs that can provide assistance to landowners, farmers, ranchers and producers during disasters.

There are no Presidential or Secretarial declarations required for the provision of this assistance except the Emergency Loan Program (ELP). ELP can be used only when quarantine is imposed by the Secretary, a natural disaster, or a natural disaster or emergency is designated by the President under the Stafford Act. Additional programs that may be available through the USDA may include, but are not limited to:

Emergency Conservation Program (ECP)
Emergency Watershed Protection Program (EWP)

Emergency Forest Restoration Program (EFRP)
Noninsured Crop Disaster Assistance Program (NAP)
Emergency Loan Program (ELP)
Emergency Community Water Assistance Grants

More information on programs offered by USDA for disaster assistance can be found at: www.fns.usda.gov/disaster

National Emergency Grants (NEG)

Issued and funded by the United States Department of Labor, the disaster NEGs require that the Federal Emergency Management Agency (FEMA) has declared a disaster area eligible for public assistance and is only available to states. National Emergency Grants (NEGs) temporarily expand the service capacity of Workforce Investment Act Dislocated Worker training and employment programs at the state and local levels by providing funding assistance in response to large, unexpected economic events which cause significant job losses. NEGs generally provide resources to states and local workforce investment boards to quickly reemploy laid-off workers by offering training to increase occupational skills.

The primary purpose of a disaster project is to create temporary employment to assist with clean-up activities. The initial award will restrict the clean-up period to 6 months from the date of grant award, until there is a subsequent modification (e.g., fully documented plan or other request) that justifies a longer clean-up period. When issued, disaster NEG's provide temporary job creation to offer clean-up, restoration, and humanitarian assistance to communities that have been affected by a disaster event-- to help provide food, clothing, shelter, and related humanitarian services; and to perform demolition, cleaning, repair, renovation and reconstruction of damaged and destroyed public structures, facilities, and lands, located within the designated disaster area. Temporary disaster jobs through a disaster NEG are limited to public and private non-profit agencies.

More information on disaster NEG's offered through the US Department of Labor may be found at: http://www.doleta.gov/neg/

U.S. Department of Housing and Urban Development (HUD)

Housing and Urban Development (HUD) Disaster Recovery Assistance provides supplemental Community Development Block Grant (CDBG) funds appropriated by Congress for recovery from major disasters declared by the United States President. Each supplemental appropriations statute specifies the disasters or time period of disaster declarations for which funding is available. Grant funds are made available to states and units of general local government, Indian tribes, and insular areas, unless provided otherwise by supplemental appropriations statute based on their unmet disaster recovery needs. Unless otherwise restricted by statute or provided by waiver, the funds may be used for any activity eligible under section 105(a) of the Housing and Community Development Act of 1974, as amended, that meets a national objective under section 104(b) (3) of that Act, and is related to the covered disaster. Generally, at least 50 percent of the funds must be for activities that principally benefit persons of low and moderate income. Grantees must report program progress quarterly via a web-based Disaster Recovery Grant Reporting (DRGR) system.

HUD's Section 203(h) program may provide FHA insurance to disaster survivors who have lost their homes and are facing the daunting task of rebuilding or buying another home. Borrowers from participating FHA-approved lenders may be eligible for 100 percent financing, including closing costs; making insurance available for both mortgage and home rehabilitation. HUD's Section 203(k) loan program may enable those who have lost their homes to finance the purchase or refinance of a house along with its repair through a single mortgage. It may also allow homeowners who have damaged houses to finance the rehabilitation of their existing single-family home.

HUD may also offer Section 108 loan guarantee assistance which may offer state and local governments federally guaranteed loans for housing rehabilitation, economic development and repair of public infrastructure.

HUD consistently shares information with FEMA and the State on housing providers that may have available units in impacted counties. This includes Public Housing Agencies and Multi-Family owners. The Department will also connect FEMA and the State to subject matter experts to provide information on HUD programs and providers.

For more information on HUD programs please visit: http://www.hud.gov/

Registration for Military and Civilian Personnel

Military personnel and their families affected by a federally declared disaster should contact their commanding officer or call Military One Source at 1-800-342-9647 to speak to a consultant or visit http://www.militaryonesource.mil/for additional information.

Uniformed and civilian personnel may be reimbursed for damage to, or loss of, personal property under the Military Personnel and Civilian Employees' Claim Act (MPCECA).

If there are questions regarding this assistance, please refer them to their commanding officer or the MPCECA claim office (within the Office of the Staff Judge Advocate) at the nearest installation of the Service to which they are assigned.

Health and Human Services (HHS) – Social Services Block Grants

Social Services Block Grants (SSBG) enables each state meet the needs of its residents through locally relevant social services. SSBGs support programs that allow communities to achieve or maintain economic self-sufficiency to prevent, reduce or eliminate dependency on social services. Each state determines which services to provide and who is eligible to receive these services.

SSBG funds enable each State to furnish social services best suited to meet the needs of the individuals residing within the State. Such services may be, but are not limited to: daycare for children or adults, protective services for children or adults, special services to persons with disabilities, adoption, case management, health-related services, transportation, foster care for children or adults, substance abuse, housing, home-delivered meals, independent/transitional living, employment services or any other social services found necessary by the State for its population. Services funded by the SSBG as far as practicable under the conditions of that State are directed at one or more of five goals: achieving or maintaining economic self-support to prevent, reduce or eliminate dependency; achieving or maintaining self-sufficiency, including reduction or prevention of dependency; preventing or remedying neglect, abuse or exploitation of children and adults unable to protect their own interest, or preserving, rehabilitating or reuniting families; preventing or reducing inappropriate institutional care by providing for community-based care, home-based care or other forms of less intensive care; and/or securing referral or admission for institutional care when other forms of care are not appropriate or providing services to individuals in institutions.

Internal Revenue Service

The IRS does not offer a specific program in response to disaster, however, the IRS may send outreach teams to encourage and assist people in taking advantage of tax laws that provide refunds and/or tax reductions after disaster-related losses.

APPENDIX 5: STATE DISASTER PROGRAMS

Colorado State Emergency Management Agency

The State Emergency Management Agency's (SEMA) mission is to protect the lives and property of all Coloradans when major disasters threaten public safety in any city, county or region of Colorado. SEMA responds to two types of disasters natural and those caused by man. Natural disasters are major snow and/or ice storms, floods, tornadoes and/or severe weather, as well as potential major earthquakes along the Colorado borders. Man-made disasters, also known as technological emergencies, may include hazardous material incidents, nuclear power plant accidents and other radiological hazards.

SEMA is also responsible for developing a State Emergency Operations Plan which coordinates the actions of Colorado state government departments and agencies in the event of any emergency requiring the use of state resources and personnel. SEMA also serves as the statewide coordinator for activities associated with the National Flood Insurance Program.

The human services section of the Colorado State Emergency Management Agency (SEMA) encourages collaboration and coordination among all partners assisting Coloradans during all phases of emergency management.

The mission of the Governor's Faith-Based and Community Service Partnership for Disaster Recovery (The Partnership) is to aid Coloradans' recovery plans by developing and implementing a holistic approach to disaster recovery, maximizing public and private resources to facilitate an efficient and effective integrated system addressing human services, housing, infrastructure, community and economic development issues.

As a collaborating entity, the purpose and objective of San Luis Valley Voluntary Organizations Active in Disaster (SLV VOAD) is to coordinate planning efforts of the many voluntary organizations responding to, preparing for, recovering from and mitigating against disaster. SLV VOAD member organizations provide more effective and less duplicative services by organizing efforts before disaster strikes.

For more information about Colorado specific emergency human services please refer to http://www.sema.dps.co.gov/thepartnershipand http://www.covoad.org.

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APPENDIX 6: SAN LUIS VALLEY VOLUNTEER ORGANIZATIONS ACTIVE IN DISASTER BY-LAWS

San Luis Valley
Regional Voluntary Organizations Active in Disaster

ARTICLE I: NAME

The name of the organization is San Luis Valley Voluntary Organizations Active in Disaster, hereafter referred to as the SLV VOAD.

ARTICLE II: MISSION AND PURPOSE

The mission of the SLV VOAD is to build community strength, collaboration, and resilience to help our community prepare for, respond to, and recover from disasters in partnership with local emergency response organizations. This will be achieved through cooperation, coordination, communication and collaboration of Participants.

The purpose of the San Luis Valley VOAD (SLVVOAD) is to unite the efforts of community, government, faith based organizations, businesses and non-profit organizations within the jurisdiction of the Counties of Alamosa, Conejos, Costilla, Mineral, Rio Grande and Saguache to provide collaborative support, holistic response, and effective relief to people affected by disaster within communities of the the San Luis Valley. The San Luis Valley VOAD strives to connect community and business leaders, government representatives, and voluntary organizations in planning and preparedness before disaster events occur. The SLVVOAD is not a service delivery organization, but rather strategically networks its autonomous Member organization's efforts to maximize the capabilities of Member organizations and to help disaster survivors and their communities. The SLVVOAD will affiliate with the Colorado VOAD and be an advocate for disaster relief, preparedness, response, and recovery operations that are consistent with the values of the National VOAD, which are cooperation, communication, collaboration, and coordination.

ARTICLE III: TERMS AND DEFINITIONS

Points of Consensus: The National VOAD promulgates documents called "Points of Consensus," ratified by the membership of National VOAD, on topics such as cleanup, safety, consent, long term recovery, spiritual and emotional care, volunteer management, respect for cultural and beliefs, and several other topics. The Points of Consensus are located at http://www.nvoad.org.

Quorum: For SLVVOAD meetings, a Quorum shall consist of not fewer than five (5) Members in Good Standing or, in the event that the total number Members in Good Standing falls below five (5), Quorum shall consist of 25% of the total number of Members in Good Standing, rounded up to the nearest integer. For Coordinating Committee meetings, a Quorum shall consist of 51% or greater of the total Members elected to the Coordinating Committee.

Majority: Majority shall mean approval by 51% or greater of the applicable voting body of Members in Good Standing, who are present.

Super-Majority: Super-Majority shall mean approval by 67% or greater of the applicable voting body of Members in Good Standing, who are present.

Consensus: Consensus shall mean that all Participants shall have the opportunity to express dissent or concerns, that the body acknowledge and discuss the dissent or concerns, and approval by unanimity minus two of the applicable voting body of Members in Good Standing, who are present.

Participant: Any Member or Partner organization of SLV VOAD

Member: Shall have the meaning set forth in Article IV, Section A.

Partner: Shall have the meaning set forth in Article IV, Section A.

VOAD Secretary: An elected Member of the SLV VOAD that assist with correspondence, keep records, make appointments, and carry out tasks as assigned by the Chairperson.

ARTICLE IV: PARTICIPATION AND MEMBERSHIP

All Members in Good Standing of the SLV VOAD have equal voice in, and access to, all programs and activities of the SLV VOAD. The SLV VOAD will strive to operate by consensus and ensure no single Participant has greater control or influence than another.

The SLV VOAD is a collaborative and inclusive network consisting of, but not limited to, independent voluntary and faith-based organizations and community-based organizations that may be active in any or all phases of disaster, to include prevention, preparedness, response, recovery, and mitigation. Each SLV VOAD Participant will maintain its own identity and independence, while collaborating closely with other SLV VOAD Participants, interfaith organizations, community leaders, and local, state, or federal authorities.

A. Classes of Participants

Member: Organizations that meet any of the following criteria, and do not qualify as a Partner or have opted to be a Partner, and meet the Conditions of Good Standing below, are eligible for voting membership in the SLV VOAD and may submit an application for membership.

1. Organizations with voluntary membership and constituencies, including communities of faith, which are voluntary, in the sense that they depend upon volunteers for the provision of emergency response-related services.
2. Organizations that have a demonstrated disaster services program and policies for commitment of resources to meet the needs of people affected by disaster.
3. Organizations that serve those in need due to a disaster without discrimination.
4. Organizations that operate to provide substantial resources or services throughout the region, state, or nationwide.
5. Organizations with a non-profit structure designated under IRS Code as a 501(c)(3)corporation, or those that could reasonably expect to meet such qualifications.
6. Organizations whose membership has not been revoked pursuant to these Bylaws.

Partner:

Government organizations, businesses, educational institutions, foundations, and corporations desiring to become partners may apply to the SLV VOAD stating the capabilities their organizations may provide during a local disaster response, and include the extent to which the organization may participate in planning and training which will enable them to fulfill that obligation. Any organization that would otherwise qualify as a Member may elect to be a Partner.

Partners shall be ex-officio members of the SLV VOAD (with a voice, but no vote); and may serve as Chairs of non-Standing Committees

B. Conditions of Good Standing: Members and Partners must meet the respective membership class criteria of the SLV VOAD.

1. Members and Partners should be willing to meet the needs of people affected by disaster in an inclusive way, and without unlawful discrimination.
2. Members and Partners must agree to support the mission of the SLV VOAD and operate in a manner consistent with the Points of Consensus of the National VOAD.

3. Members and Partners must agree to have their organization listed on the membership list of the SVL VOAD.
4. Members must appoint at least one, and preferably an alternate authorized organization representative, who is authorized to speak and vote on behalf of their organization, to attend regular, special, and emergency meetings of the SLV VOAD as may duly be called.
5. Members are required to attend at least one meeting per year to maintain their Good Standing status.
6. Members and Partners must provide-up-to-date information on changes in the organization's authorized contact information and services.

C. Participant Application Procedures: Organizations requesting to become a SLV VOAD Participant will apply to the SLV VOAD by describing their intended commitment and indicating whether they are seeking to apply for Member or Partner status.

1. The Coordinating Committee may convene a Membership Committee to determine category eligibility of the candidate organization based upon the SLV VOAD Bylaws.
2. Approval of the Applicant shall be based solely on evaluating whether their activities associated with disaster response and recovery are consistent with these Bylaws.
3. The SLV VOAD is an inclusive organization with the intent to provide collective impact. Membership or Partnership will not be denied in the SLV VOAD unless the applicant's mission materially and irreconcilably conflicts with the Conditions of Good Standing, as determined solely by the membership bodies charged with approval of the membership application.
4. The applicant shall become a Member or Partner after the Coordinating Committee, or Membership Committee (if convened) accepts the applicant's membership application by Majority vote. The Coordinating Committee shall notify all other SLV VOAD Participants whenever a new Participant is approved.

D. Termination of Participation and Good Standing Status: A SLV VOAD Participant may voluntarily terminate Participations by submitting a Letter of Separation or voluntarily terminate Good Standing Status by submitting a Letter of Termination of Good Standing to the Coordinating Committee.

1. Failure to meet the Conditions of Good Standing, as determined solely by the competent membership bodies, shall be grounds for involuntary termination of a Participant's participation or Good Standing status. A motion for Involuntary Termination of a Member or Partner's participation or Good Standing status may be brought by any Member or Partner in Good Standing, and requires a Majority vote of a regular SLV VOAD meeting for approval.
2. The Secretary shall administratively terminate a Participant's Good Standing status if the Participant fails to participate in any SLV VOAD meetings for one year.
3. Notwithstanding the foregoing, the Secretary shall administratively renew a Participant's Good Standing status when a Participant participates in any SLV VOAD meeting, provided the Participant's Good Standing status or membership has not been formally terminated, pursuant to these Bylaws.
4. Other than for administrative renewal of Good Standing status, a Participant may request formal reinstatement of Participant or Good Standing status by submitting a letter to the Executive Committee explaining why the status/membership should be renewed. Upon recommendation of the Executive Committee, Participant or Good Standing status may be reinstated pursuant to the "Participant Application Procedures" above.

ARTICLE V: MEETINGS

A. Meeting Guidelines: To the greatest extent possible, the meetings of the SLV VOAD will be guided by principles of consensus. Failing such consensus, it shall be the prerogative of the Chairperson to invoke and announce the application of Robert's Rules of Order, if all such action must be consistent with these bylaws.

1. Meeting minutes will be taken by the SLV VOAD Secretary, or Participant representative designated by the Chairperson in the Secretary's absence.
2. Proposed minutes will be distributed within two (2) weeks of the meeting date and approved at the next regular meeting. Approved minutes are distributed accordingly.
3. Minutes may be distributed to members and partners through electronic means.
4. Meeting participation by teleconference or other comparable electronic media shall constitute participation by a Participant.
5. Subject matter experts or advisors may attend regular/emergency meetings at the invitation of any Participant.

B. Regular Meetings: The SLV VOAD will meet at least four times per year. Unless otherwise noticed, the annual meeting will take place during the fourth quarter of the calendar year.

1. The SLV VOAD meetings shall be held at places throughout the counties of Alamosa, Conejos Costilla, Mineral, Rio Grande and Saguache as determined by the Coordinating Committee.
2. Electronic notification, including meeting agenda, shall be send to all Participants at least 14 days prior to any regular SLV VOAD meeting. The two weeks electronic notification can be waived if all Participants in Good Standing are notified by telephone.
3. Special meetings may be called by any three (3) of the Members in Good Standing of the SLV VOAD or by a Majority vote of the voting Members of the Coordinating Committee.
4. Special meetings may be held at any time and place upon not less than three (3) days' electronic notice to SLV VOAD Participants.
5. Training and Disaster Exercises may take the place of a regular meeting if approved by a Majority Vote.

C. Emergency Meetings: Emergency meetings to respond to the needs of disaster events or drills can be called at any time by the SLV VOAD Executive Committee or the Chairperson acting alone, with minimal notice. Participation by Participants may be in person, electronic, or telephonic.

1. Emergency meetings are open to all Participants and those agencies or organizations with specific response and recovery responsibilities that concern the SLV VOAD or that the Executive Committee deems critical or desirable under the circumstances.

ARTICLE VI: COORDINATING & STANDING COMMITTEES

A. Coordinating Committee: The only standing committee is the Coordinating Committee and shall consist of the Chairperson, CoChairperson, and Secretary, and up to three optional At-Large Executive Committee positions.

1. No other individuals shall have membership in the Coordinating Committee; however, the Coordinating Committee may seek advice, counsel, and periodic participation from other Participants and others not associated with SLV VOAD.
2. The Coordinating Committee may appoint other committees and working groups as required.
3. Coordinating Committee meetings of the SLV VOAD shall take place as needed.

4. The Coordinating Committee shall also facilitate elections, including ballot preparation, dissemination, collection, and counting.
5. The Coordinating Committee shall ensure that a current list of Participants to include up-to-date contact information is provided to Participant representatives.
6. An annual update on SLV VOAD activities will be drafted by the Coordinating Committee for inclusion in the minutes of the last meeting of the calendar year.

7. The SLV VOAD Coordinating Committee will provide, at least annually, a current list of Participants.

B. Election and Terms: Each Coordinating Committee member shall be nominated for their respective positions (Chair, CoChair, Secretary, or At-Large), which nominations shall be ratified at the Annual Meeting of the SLV VOAD by a Majority vote. The term of office for the officers shall begin immediately upon their election.

1. Coordinating Committee members must be from a Member organization of the SLV VOAD, in Good Standing. Each elected leader must be a representative from a different organization.
2. Any Member in Good Standing of the SLV VOAD may nominate members as leaders. Each candidate must be selected from an organization that is a Member in Good Standing. Nominations must be seconded to be accepted and placed on the ballot.
3. The term for each Coordinating Committee position shall be for a period of two calendar year.
4. The term for each Coordinating Committee position may be automatically extended for up to 90 days if extenuating circumstances delay an annual election.
5. If an annual election of Coordinating Committee members is not held within one calendar year plus 90 days after the prior election, the terms of all elected officers shall expire, the Coordinating Committee shall automatically dissolve, and elections shall be held at the following meeting, which shall be deemed the Annual Meeting.
6. Coordinating Committee members are eligible for nomination and reelection in sequential years.
7. An individual may only hold the same Coordinating Committee position for three successive terms. No single individual will be allowed to hold more than one position on the Executive Committee.
8. Any Coordinating Committee position may be voluntarily vacated at any time for any reason and the vacancy shall be filled by appointment of the Executive Committee for the duration of that term.
9. Any Coordinating Committee position may be involuntarily vacated for failure to comply with the SLV VOAD mission and/or coordinating responsibilities by simple Majority recommendation of the Coordinating Committee at a meeting called in accordance with the provision of these bylaws. The Chairperson will notify the Member organization of the involuntary vacation of their representative.

C. Coordinating Responsibilities: The Chairperson or an assigned representative presides at all meetings of the SLV VOAD and Coordinating Committee. The Chairperson is the liaison to the Colorado and National VOAD and acts as spokesperson and representative for the SLV VOAD. The Chairperson signs any documents that the Members have authorized and convenes meetings. The Chairperson is responsible for preparing and distributing the meeting agendas.

1. The CoChairperson will perform the duties of the Chairperson or Secretary in the absence of those officers. The Vice-Chairperson will temporarily assume the position of Chairperson if the Chairperson fails to

complete his/her term. The Vice-Chairperson may also perform such other duties as may be assigned by the Executive Committee.

2. The Secretary attends and keeps records at all meetings of general membership and Executive Committee. The Secretary will make copies of the minutes from all meetings available to all Participants within two (2) weeks of the meeting date. The Secretary maintains an accurate and current list of Participants and their capabilities and points of contact information.

ARTICLE VII: VOTING AND NOTICE

A. Voting: Each Member organization in Good Standing is entitled to one vote, regardless of the number of attendees from that organization. Votes shall be cast by the authorized representative of each Member organization.

1. All Members, Partners, and invited guests are allowed and encouraged to participate in discussions.
2. An individual present may represent more than one organization; however, an individual has only one vote, no matter how many organizations he/she represents.
3. The presence of a Quorum shall be necessary to conduct the business of the SLV VOAD, or conduct any vote.
4. Except as otherwise expressly provided for in these Bylaws, a simple Majority vote of Members in Good Standing shall be sufficient to ratify or enact any SLV VOAD action taken by the entire membership or the Coordinating Committee.
5. Voting at all regular meetings of the SLV VOAD shall be decided by paper, voice, electronic communication (i.e. email) or show of hands.
6. Voting by proxy shall not be permitted. If a SLV VOAD Member organization's designated representative cannot be present to vote, an alternate representative is permitted to vote on behalf of the Member organization.
7. All votes, whether formal or by consensus, will be recorded in the meeting minutes.
8. In the case of the Coordinating Committee, action may be taken by electronic or written communication in lieu of a meeting.

B. Notice: All references to written notice shall include notice given by email or other electronic or facsimile transmissions.

ARTICLE VIII: APPROVAL AND AMENDMENTS

1. Ratification and enactment of these bylaws require a Majority vote of organizations present at a SLV VOAD meeting, which meet the qualifications for a Member in Good Standing.
2. These bylaws shall be reviewed as needed by Participants and documented in the minutes.
3. Proposed amendments to these bylaws must be distributed at least 30 days prior to the proposed voting date.
4. Proposed amendments will be discussed and approved/disapproved at the next meeting following the initial distribution.
5. A Super-Majority vote shall be required to ratify an amendment.

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ATTACHMENT ATO APPENDIX 6

AGENCY REGISTRATION AND CODE OF ETHICS AND CONDUCT

The **[Insert County]**County VOAD is a not-for-profit organization that demands the highest ethical performance from its members. All member agencies are required to sign the Code of Ethics and Conduct form certifying that, in delivering services and in all other VOAD activities, No member shall engage in the following actions:

1. **Personal Use**: Authorize the use of or use for the benefit or advantage of any person, the name, emblem, endorsement, services or property of the VOAD, except in conformance with VOAD business.

2. **Financial Advantage**: Accept or seek on behalf of any other person, any financial advantage or gain of other than nominal value offered as a result of the member's affiliation with the VOAD.

3. **Affiliation**: Publicly use any VOAD affiliation in connection with the promotion of partisan politics, religious matters or positions on any issue not in conformity with the official position of the VOAD.

4. **Confidentiality:** Disclose any confidential VOAD information that is available solely as a result of the member's affiliation with the VOAD to any person not authorized to receive such information, or use to the disadvantage of the VOAD any such confidential information, without the express authorization of the VOAD.

5. **Improper Influence:** Knowingly take any action or make any statement intended to influence the conduct of the VOAD in such a way as to confer any financial benefit on any person, corporation or entity in which the individual has a significant interest or affiliation.

6. **Conflict of Interest:** Operate or act in a manner that creates a conflict or appears to create a conflict with the interests of the VOAD and any organization in which the individual has a personal, business or financial interest. In the event there is a conflict, the VOAD has a structured conflict of interest process. First, the individual shall disclose such conflict of interest to the chairman of the board. Next, a decision will be made about the conflict of interest, and, where required, the individual may be required to recuse or absent himself or herself during deliberations, decisions and/or voting in connection with the matter.

7. **Retaliation:** Retaliate against any member who seeks advice from, raises a concern with or makes a complaint to an officer or other member of the VOAD, or any whistleblower program, about fraud, waste, abuse, policy violations, discrimination, illegal conduct, unethical conduct, unsafe conduct or any other misconduct.

8. **Contrary to the Best Interest of the [Insert County]County VOAD:** Operate or act in any manner that is contrary to the best interest of the VOAD.

CERTIFICATION OF COMMITMENT TO THE CODE OF ETHICS AND CONDUCT

I certify that I have read and understand the Code of Ethics and Conduct of the VOAD and agree to comply with it, as well as applicable laws that impact the organization, at all times. I affirm that I have no personal, business or financial interest that conflicts, or appears to conflict, with the best interests of the VOAD. I further affirm that the information registering the agency below as a member of the **[Insert County]** County VOAD is correct.

At any time during the term of my affiliation with the VOAD, should an actual or potential conflict of interest arise between my personal, business or financial interests and the interests of the VOAD, I agree to: (1) disclose promptly the actual or potential conflict to the Chair of the VOAD; and (2) until the VOAD approves actions to mitigate or otherwise resolve the conflict, refrain from participating in any discussions, deliberations, decisions and/or voting related to the conflict of interest.

Voting Member Signature:_____Date: _____

Print Name: _____

1st Alternate Signature:_____Date: _____

Print Name: _____

2nd Alternate Signature:_____Date: _____

Print Name: _____

ORGANIZATION: _____

PHONE: _____

CONTACT PERSON:_____PHONE_____

ADDRESS: _____

_____

ORGANIZATION CATEGORY and SERVICES AVAILABLE (i.e. disaster relief, homeless services, church, health)

_____

_____

_____

ANNEX A: COMMUNITY/PUBLIC HEALTH

PURPOSE

The mission of the public health committee is to incorporate select public health capabilities into the VOAD structure. Public health has critical roles to play in emergency management. Some of these roles fit well with the overall mission of a VOAD, thus potentially giving public health both a platform upon which it can more successfully build its capabilities in an emergency (while at the same time possibly helping public health meet some of its obligations based upon grant awards and the like that come with performance requirements) and helping the VOAD fulfill its mission of coordinating, developing and enhancing emergency human services.

SCOPE

The scope of this committee's mission can cover critical functions and sub-functions that are supportive of key VOAD missions. These can include a diverse array of important functions, sub-functions and services Public health has the potential to be involved in food safety, access and functional needs, outreach and wellness, environmental health, utilization of spontaneous and affiliated volunteers, tetanus shots, vaccination clinics, and support to Red Cross shelters and a variety of other functions. Potential public health capabilities to support the VOAD include:

- Medical Material Management and Distribution
- Medical Countermeasure Dispensing
- Medical Surge
- Non-Pharmaceutical Interventions
- Fatality Management
- Mass Care
- Support to Access and Functional Needs
- Outreach and Wellness Checks

POTENTIAL PARTNERS

- Regional Health Care Coalition
- Community Mental Health Center
- Faith Based Organizations
- Centers for Independent Living
- Medical Reserve Corps
- San Luis Valley Department of Health and Senior Services
- Local Public Health Agency
- Local Emergency Management Agency
- American Red Cross
- Salvation Army

RESOURCES

ANNEX B: CITIZEN CORPS PROGRAMS

PURPOSE

The mission of Citizen Corps is to harness the power of every individual through education, training, and volunteer service to make communities safer, stronger, and better prepared to respond to the threats of terrorism, crime, public health issues, and disasters of all kinds.

SCOPE

Following the tragic events that occurred on September 11, 2001, state and local government officials have increased opportunities for citizens to become an integral part of protecting the homeland and supporting the local first responders. Officials agree that the formula for ensuring a more safe and secure homeland consists of preparedness, training, and citizen involvement in supporting first responders. In January 2002, the President of the United States launched Citizen Corps, to capture the spirit of service that emerged throughout our communities following the terrorist attacks.

Citizen Corps was created to help coordinate volunteer activities that will make our communities safer, stronger, and better prepared to respond to any emergency situation. It provides opportunities for people to participate in a range of measures to make their families, their homes, and their communities safer from the threats of crime, terrorism, and disasters of all kinds.

Citizen Corps programs build on the successful efforts that are in place in many communities around the country to prevent crime and respond to emergencies. Programs that started through local innovation are the foundation for Citizen Corps and this national approach to citizen participation in community safety.

Citizen Corps is coordinated nationally by the Department of Homeland Security's Federal Emergency Management Agency. In this capacity, FEMA works closely with other federal entities, state and local governments, first responders and emergency managers, the volunteer community, and the Corporation for National & Community Service.

Community Emergency Response Team (CERT)

The Community Emergency Response Team (CERT) program educates people about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills like fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help. CERT members are also encouraged to support emergency response agencies by taking a more active role in emergency preparedness projects in their community. Additional information on CERT is available at http://www.citizencorps.gov/cert.

Trained CERT volunteers may support a community by providing the following services:

- Staff a community education booth at community events

- Identify safety needs and vulnerable individuals in their neighborhood
- Distribute disaster education material in their neighborhood, in multiple languages if appropriate
- Assist with writing and distributing a CERT newsletter
- Help organize drills, activities, and supplemental training for their team
- Participate in a speaker's bureau for schools and clubs
- Support CERT administrative duties by maintaining databases, helping with class registration, and assisting with class logistics
- Organize recognition activities for volunteers
- Assist in evacuation
- Shelter management
- Donations management
- Care of responders at fires or emergencies
- Mass care of survivors from a large event
- Damage assessment
- Crowd/perimeter control

Fire Corps

Fire Corps is supported by FEMA and the National Volunteer Fire Council to build the capacity of fire and rescue departments by connecting them to community volunteers who can assist in a variety of non-emergency roles. Departments utilize citizen advocates in non-operational roles, empowering them to develop, implement, and sustain programs to meet the needs of their community. Engaging citizens allows departments to increase the services they offer, such as enhanced fire safety education programs. Additional information on the Fire Corps is available at http://www.firecorps.org/.

Fire Corps volunteers may support a community by providing the following services:

- Support EMS and fire department personnel in administrative tasks such as managing records, doing inventory, maintaining equipment logs, and providing telephone and inquiry support;
- Provide public education and fire prevention and safety tips to community members; additional outreach program activities include support for fundraisers and training banquets;
- Support first responders and responder health needs before and during response, firefighter rehab, and healthy firehouse practices;
- Manage volunteer program and cross-training opportunities within the community; or

Medical Reserve Corps

The U.S. Department of Health and Human Services (HHS) administers the Medical Reserve Corps (MRC) program to engage volunteers to strengthen public health, emergency response, and community resilience. MRC's form to serve a specific jurisdiction, such as a county or region, and develop a MRC mission based on the needs of that jurisdiction. Through this program, practicing and retired volunteers trained in healthcare and others interested in public health issues can assist during large-scale emergencies and augment the emergency medical response community. Trained Medical Reserve Corps volunteers can also play a productive role in meeting pressing but non-emergency public health needs of the community throughout the year. Additional information is available at http://www.medicalreservecorps.gov.

During non-emergency situations, trained MRC volunteers may engage in activities such as:

- Distributing educational materials about the need for immunizations
- Assisting with immunization clinics
- Sponsoring or assisting with health fairs and education
- Providing first aid, cooling or warming stations at community events such as fairs and concerts

During an emergency, trained MRC volunteers maybe of help by:

- Assessing and monitoring patients
- Providing interpersonal support to those affected by the disaster
- Performing support and management activities (e.g., facilitate patient transfers and/or inventory and distribute pharmaceuticals, supplies, and food)
- Distributing and administering medication
- Assisting with sheltering
- Assisting individuals with access and functional needs

USA on Watch

The USA on Watch–Neighborhood Watch Program, administered by the National Sheriffs' Association and supported by the Department of Justice (DOJ), works to unite law enforcement agencies, private organizations, and individual citizens in a nationwide effort to reduce crime and improve local communities. Neighborhood Watch encourages residents to play a role in homeland security through personal responsibility, training, and volunteer service, and has expanded this role to include disaster preparedness, emergency response, and terrorism awareness. Neighborhood Watch groups across the country empower citizens to prevent crime and assist law enforcement agencies in keeping communities safe. USA on Watch is the portal for training to assist law enforcement agencies and their communities, and offers resource documents, watch stories, networking, and assistance to the field. Additional information about Neighborhood Watch efforts is available at http://www.usaonwatch.org.

USA on Watch volunteers may support a community through the following activities:

- Arrange for home security inspections by crime prevention officers to identify security vulnerabilities:
- Upgrade locks, security hardware, and lighting:
- Train family members to keep valuables secure and to lock windows when leaving home:
- Train family members on identifying suspicious behaviors that could indicate terrorist activity:
- Ask neighbors to watch for suspicious activity when the house is vacant:
- Organize block WATCH groups to assist children, the elderly, and other individuals with access and/or functional needs if they appear to be in distress, in danger, or lost:
- Organize meetings with neighborhood groups and trained crime prevention officers to discuss security needs and crime prevention strategies: or
- Obtain and study informative materials from the National Sheriffs' Association, the National Crime Prevention Council, and local law enforcement agencies.

Volunteers in Police Service (VIPS)

Volunteers in Police Service (VIPS) is administered by the International Association of Chiefs of Police and supported by DOJ. The program provides training and resources for volunteers to assist local law enforcement in performing administrative and non-intervention policing activities to improve public safety. VIPS allows law enforcement professionals to focus their efforts on prevention and protection operations and for ensuring the overall safety and security of citizens. Additional information is available at http://www.policevolunteers.org/.

Trained VIPS volunteers may support a community through any of the following duties:

- Take police reports
- Make follow-up telephone calls to survivors
- Conduct fingerprinting
- Engage in crowd/parking control at special events
- Participate in search and rescue missions
- Participate in patrols in parking lots at high school football games
- Operate metal detectors at a courthouse
- Serve subpoenas

POTENTIAL PARTNERS

- Local Emergency Management Agency
- Local fire department
- Local Emergency Medical Services
- Local police department
- Faith based organizations
- Community based organizations
- Regional Health Care Coalitions
- Department of Justice and International Association of Chiefs of Police
- Department of Justice and National Sheriffs' Association
- Department of Health and Human Services
- Federal Emergency Management Agency and National Volunteer Fire Council
- Federal Emergency Management Agency
- State Emergency Management Agency

RESOURCES

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ANNEX C: DONATIONS MANAGEMENT

PURPOSE

Understanding donations management is another key component to every community's recovery effort. Responders who understand their community's needs must communicate the importance of cash donations in helping to meet those needs. Responders who know how to effectively manage donated goods are more efficient at leading their community toward recovery. Effective communicators and collaborators are more successful in fulfilling needs because they invest in relationships with other responders (including local and state government), as well as the media. Offers of donations will be at their peak immediately after a disaster and can overwhelm a recovery effort. Cash donations will allow the community to meet specific needs for survivors and promote a healthy local economy following a disaster. For this reason, the earlier the VOAD can communicate its needs to prospective donors the better. The mission of the donations management committee is to establish a system to manage unsolicited and undesignated donated goods during and following a disaster.

SCOPE

Donations can overwhelm a community response. The saying that donations can become the secondary disaster is accurate. To avoid this situation, communities need to get in the forefront of this issue immediately following the disaster. Public information from the affected community should stress what the community needs and is willing to accept and how they will accept the donations. As the VOAD develops their system to manage the donations, some of the questions that the VOAD needs to ask when dealing with donations are:

- How will we handle cash donations?
- Will we handle donated goods?
- What is needed and when will it be used?
- Where will we store donated goods?
- How will we staff?
- How will we manage (record keeping, etc.) the donations?
- Who will oversee distribution?
- What equipment will we need to receive goods?
- Will we need to handle transportation of donated goods?
- Can donations be shared with other partners?
- What do we do with surplus or unneeded donations?

It is difficult to anticipate every need in a recovery program ahead of time. The VOAD should immediately begin to think about long term needs of the community and create messaging to reflect these long term needs. The Donations Management Committee should collaborate and coordinate with the Long-Term Recovery Committee. Examples of donations that could be needed during the recovery phase would include:

- Cash
- Building supplies

- Hand tools
- Personal Protection Equipment (PPE)
- Appliances
- Children supplies (formula, bedding, diapers, support equipment)
- Kitchen supplies
- Furniture and beds
- Professional construction related services (e.g. architects, structural engineers, electricians, HVAC specialists, etc.)

Cash is always the best form of donation. When the VOAD is able to buy needed items, they are also reinvigorating a hurting local economy. Make sure the VOAD has a cash policy in place to insure proper record keeping.

Warehousing and Distribution

In many cases the community's recovery effort may not require a large warehouse, although storage of unused building materials from construction sites will be needed. In a large donations program, a warehouse is used to receive bulk items and may serve as a staging area to sort and repackage supplies to be sent to a distribution center. The warehouse is not generally open to the public. Distribution centers are intended for clients to pick up supplies.

Warehousing

Depending on the size of the donations program or disaster, the VOAD may find it necessary to operate a multi-agency or a state warehouse. Assuming that the community will have a need for a warehouse, there are numerous places the VOAD can look in order to find donated space, beginning with the local emergency management agency (EMA), or the state or regional VOAD. Local EMA or VOAD members may have relationships in place to secure space, such as with local businesses, local or state government, local realtors or investment companies. Some VOADs may find warehouse space for free or reduced rent. When selecting a warehouse there are several issues to keep in mind:

- Location
- Access
- Size and configuration
- Operating costs including rent (if any), insurance and utilities
- Staffing needs

Having easy truck access to the building is important, but it is equally important that a VAOD have after-hour access to the building as well. Sometimes a VOAD may be bound by the hours of operation of the donor who has provided free space. When choosing a warehouse, keep in mind how many loading docks will be needed. When responding to a large-scale regional disaster the warehouse will need to be centrally located for the

convenience of all the counties involved. It is also important to determine liability coverage on the building, equipment and staff. Other items to consider are:

- Who pays the utilities?
- What equipment will be needed to operate (forklift, shelving, box truck, pallet jacks, etc.)?

Distribution

Distribution centers are the points of contact with potential clients. Some distribution centers may resemble a thrift store. However, only families affected by the disaster are permitted to select and remove items for personal needs. Most distribution centers are only open during the response phase but may be open through the recovery depending on need. Make sure the distribution center has easy access and is located near the disaster area. Remember, some potential clients may have lost their transportation and will be on foot.

The distribution center may be one of many places where the VOAD makes contact with survivors who are in need. The VOAD may consider having a Disaster Case Manager or disaster caseworker from a member organization at each distribution site to begin the disaster case management process. It is important to keep complete, confidential records of all survivors served and goods distributed.

Distribution center considerations include:

- Flexible hours of operation to accommodate survivors who continue working
- Staffing
- Bags and boxes for clients
- Equipment (carts, dollies, pallet jacks, etc.)
- Secure filing cabinet for confidential information

Distribution Centers vs. PODs

Distribution Centers and PODs (Points of Distribution) are two distinct operations that function in different phases of disasters but can resemble each other in some situations.

PODs usually are set up immediately after a large disaster event in centralized locations where the public can pick up life sustaining commodities. These commodities usually include shelf stable food, water, ice and other items as needed. These PODs usually stay open and serve the public until certain parts of the community infrastructure are back up and running enough to support and sustain the food, water, and other needs as in normal times. Distribution centers are then set up in conjunction with the case management process providing for long term survivor needs.

Staffing

When preparing to open a warehouse or a distribution center the donations management committee may wish to contact one of the State VOAD members who are experts in warehousing. State VOAD members who are experts in this area may be able to assist the VOAD by providing training and may provide staffing as well. The VOAD leadership must remain informed of local and state guidelines for volunteer and labor codes. In many cases, volunteer and paid staff may have different labor guidelines. Frequently remind all volunteers and staff, their personal safety is the highest priority. Be respectful and courteous of disaster survivors and free of discrimination.

Transportation

Liability issues surrounding transportation are always of great concern, but transportation is an essential part of warehousing. As decisions are made about transporting goods, keep in mind:

- Is your VOAD insured to transport?
- Would a local trucking company donate services?
- Is there a local VOAD member with transportation equipment and experience?
- Do you have a file of licensed drivers with background checks?
- How will fuel cost be covered?
- When using a donated vehicle confirm proof of insurance, registration, and valid license plate.

Unsolicited donations

Remember, not all unsolicited donations will be needed. Numerous chapters could be written from the experience of VOADs around the country about the agony of dealing with unnecessary items. VOADs do need to be selective when receiving goods and determine if donated items are in good condition and whether they are new or used items.

It is okay to say, “No!”

Some general guidelines that apply to all donations:

- Provide a receipt for all donations
- Send thank you notes
- Keep track of inventory
- Accept only appropriate donations
- Ask local media to appeal to the community for items needed
- Churches and vacant retail stores are great locations for distribution
- Make requests known to all disaster partners
- Consider carefully before accepting clothing. Suggest alternatives to clothing donors: host a yard sale and donate the funds, give clothing to a thrift store and

make a donation of the tax deductible amount to the VOAD, or provide clothing to groups who help with career counseling.

- Accept prepared foods only from commercial distributors. Be careful, local restaurants may try to get rid of food due to loss of refrigeration.

POTENTIAL PARTNERS

- Local Emergency Management Agency
- Adventist Community Services
- American Red Cross
- The Salvation Army
- Convoy of Hope
- Local realtors association
- Business Emergency Operations Center
- Chamber of Commerce

RESOURCES

National VOAD Training Resources Database: *Long-Term Recovery When Rebuilding Is Involved* Coursehttp://nvoad.eden.lsuagcenter.com/

National VOAD Disaster Spiritual Care Points of Consensus (under Resource Center) at http://nvoad.org

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ANNEX D: VOLUNTEER MANAGEMENT

PURPOSE

The federal government, the State of Colorado, and local governments, in conjunction with the National Voluntary Organizations Active in Disasters (National VOAD), the Governor's Faith-Based and Community Service Partnership for Disaster Recovery (The Partnership), the Colorado Voluntary Organizations Active in Disaster (CO VOAD),and San Luis Valley Organizations Active in Disasters (SLV VOAD) all recognize that volunteers are inherently valuable and, when properly coordinated, make up an essential part of the human resources needed to respond to disasters of all magnitudes. In times of disaster, people are drawn to help their neighbors physically, spiritually, and emotionally. It is believed volunteers' skills are best utilized and are most effective when they volunteer as part of an established organization trained in disaster response activities. It is recognized that not all volunteers will be affiliated with an organization and trained prior to a disaster but they are a valuable resource and should receive the same level of care.

In addition, it is acknowledged that volunteer organizations have the right and responsibility to select volunteers in agreement with their Mission, Code of Conduct, and Statement of Faith. Volunteerism in Colorado and the San Luis Valley have proven its value time after time. Non-governmental organizations have assisted communities across the state to recover from all types of disasters, in the form of volunteers and financial support, as well as helping reduce the local match for federal disaster reimbursement programs through in-kind donations. The mission of this committee is to serve as a volunteer coordination forum of the organizations currently in existence within a community; the Volunteer Management committee may provide guidance as more affiliated volunteers are recruited, and develop a plan to better manage unaffiliated volunteers during disaster times.

SCOPE

As communities establish guidance for volunteer management, it is helpful to use consistent terminology. The following terms and definitions are recommended:

- **Affiliated volunteers** are attached to a recognized voluntary or nonprofit organization and are trained for specific disaster response activities. Their relationship with the organization precedes the immediate disaster, and they are invited by that organization to become involved in a particular aspect of emergency management.
- **Unaffiliated Volunteers**, also known as Spontaneous, Emergent, and/or Convergent Volunteers, are individuals who offer to help or self-deploy to assist without fully coordinating their activities. They are considered "unaffiliated" in that they are acting independently, as an individual or group, outside of the recognized coordination system of the impacted jurisdiction(s).
- **Convergent Groups** include individuals that may have a distinguishable identity, organizational structure and a collective desire to assist. These groups do not have an affiliation. They are considered "Convergent" in that they are acting

independently, as an individual or group, outside of the recognized coordination system of the impacted jurisdiction(s).

Volunteers are a key component to disaster response and should be managed and treated as a valuable resource throughout all the phases of disaster. While successful use of volunteers is important in preparation, response and mitigation, particular issues will arise in long-term recovery. Volunteers should be encouraged to affiliate with an organization to receive proper training and liability coverage.

During long-term recovery, it is preferable for volunteers to work through the local Long-Term Recovery Committee (LTRC), or an agency collaborating with the LTRC. This will help ensure that resources are managed appropriately and unmet needs are addressed more effectively.

During the other phases of emergency management, volunteers should work through the VOAD. It is important that volunteers are placed in roles to fit their abilities. Those skills and abilities may include, but are not limited to, debris removal, cleaning out homes, case management, repairing/rebuilding homes, program leadership, and office skills as well as professional services such as legal advice, accounting, and computer expertise.

Volunteer service is a valuable asset offered to the disaster survivors, but can also serve an important role for a VOAD seeking additional funding. Volunteer hours are considered an in-kind donation and can be leveraged by the LTRC when applying for grants.

Important Elements in a Volunteer Program

Volunteer Make-up:

- Will there be age limits?
- What kind of work will be available?
- Will the VOAD supply supervision or are the volunteer teams self-managed?
- What are the appropriate numbers of volunteers? (This is determined by the amount of work, the available housing, and supervision.)
- Short term volunteers: usually in the area for one day to one week
- Long term volunteers: usually in the area for two weeks to several months

Legal Considerations:

- Liability and medical insurance
- Client Confidentiality
- Release of liability

Hosting Volunteers:

- Accommodations
- Typical sites to accommodate volunteers include churches, unused buildings, homes, apartments, camps, schools, tents (may need signed agreements with property owners)
- Should there be a cost? If so, what does it cover?
- Are separate arrangements available for males and females?
- Keep in mind the age group of the volunteer. The younger volunteer may be fine with sleeping on the floor with a bed roll, which may not suite the more mature volunteer.
- Showers?
- Kitchen facility?
- Internet/phone?
- RV hook-ups?
- Laundry?
- Will you provide meals?
- Community hospitality? (Discounts from local businesses?)
- Maps of area and emergency facilities
- Gifts? (T-shirts, small thank you to express volunteer appreciation)

Spark the Change Colorado and Help Colorado Now are San Luis Valley and Colorado's Emergency System for Advance Registration of Volunteer Health Professionals. Help Colorado Now is an online volunteer registration system managed by the Colorado State Emergency Management Agency (SEMA). All states and U.S. territories have these systems which are designed to identify and set the credentials of health professionals and other persons interested in volunteering during disasters. This robust database, credentialing and communication tool is available to VOADs for the registration and management of volunteers. Also, CO VOADs in need of additional volunteers during a declared emergency may request volunteer health professionals through Spark the Change.

POTENTIAL PARTNERS

- AmeriCorps STL
- United Methodist
- Southern Baptist Convention Disaster Relief
- Medical Reserve Corps
- Local Emergency Management Agency
- American Red Cross
- Faith-based organizations
- Retired and Senior Volunteer Program (RSVP)
- Civic organizations
- Show-Me Response

RESOURCES

ANNEX E: LONG-TERM RECOVERY COMMITTEE

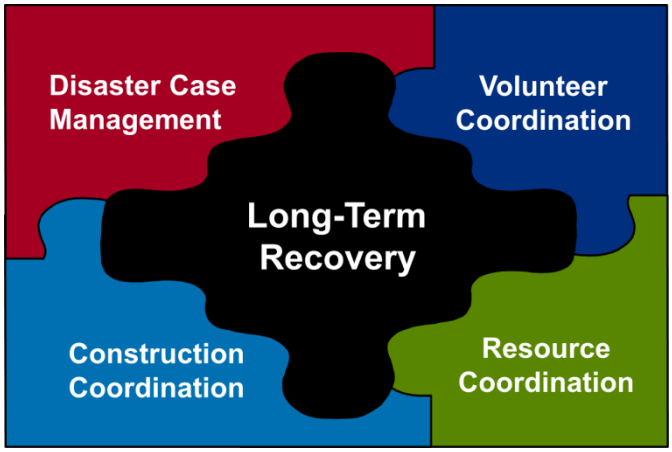
PURPOSE

A Long-Term Recovery Committee (LTRC) is a cooperative body that is made up of representatives from faith-based, non-profit, government, business, and other organizations working within a community to assist individuals and families as they recover from disaster. As a general rule, the LTRC serves a twofold purpose: 1) To convene and support a disaster case management (DCM) system that will assist in identifying disaster-caused unmet needs and working with survivors to develop recovery plans, and 2) To locate, develop, and deliver resources – goods, services, funds, etc. – to meet identified unmet needs.

SCOPE

An LTRC can be as varied in its structure as are the communities in which it works. The personality and operation of each group is unique and reflects local needs, available resources, cultural diversity, leadership style(s), and community support(s). No matter how a group is structured or what it calls itself--be it a long-term recovery committee, unmet needs committee, interfaith organization, coalition, roundtable, partnership, coordinating council, etc.--the goal is the same: to unite recovery resources with community needs in order to ensure that even the most vulnerable in the community are able to recover from disaster.

In Colorado, the LTRC is a standing committee of a VOAD and serves four main functions: 1) Disaster Case Management: the mechanism by which a skilled helper (Disaster Case Manager) partners with a survivor (Client) in order to plan for and achieve recovery through the creation of a disaster recovery plan; 2) Resource Coordination: developing and/or locating resources to support the necessary administrative infrastructure as well as developing and/or locating funds to address individual and household disaster caused unmet needs within the community; 3) Construction Coordination: the mechanism by which disaster damaged residences are repaired/rebuilt; 4) Volunteer Coordination: a system that enables communities to effectively utilize and leverage volunteers to contribute to the recovery process.



It should be noted that nationally, the process of partnering with disaster survivors to develop recovery plans is named "*Disaster Case Management*;" however, this term is not exclusive and may be altered to reflect the local community. Disaster Case Managers may also be known as Disaster Recovery Specialists, Disaster Case Advocates, Disaster Recovery Partners, etc. This document will use the terms *Disaster Case Management* and *Disaster Case Manager*.

In general, a VOAD tends to focus on the entire disaster cycle--mitigation, preparedness, response, recovery–and how it can build community resilience overall while the LTRC tends to focus more on developing resources and building capacity in order to meet needs in the wake of a specific event. Many communities will see a natural ebb and flow of VOAD/LTRC activity based upon whether or not an active recovery operation exists. The LTRC is typically a sub-committee of the VOAD and the two groups work in tandem.

As evidenced in the example organizational chart on page 25, a community may decide to organize its LTRC with subcommittees in order to address these functions. On the other hand, similar to the chart on page 24, a community may decide to create VOAD subcommittees to address these essential functions. No matter the structure, these four functions must be addressed in some form or fashion and the groups involved must communicate regularly and collaborate effectively in order to facilitate a successful recovery effort. Social Capital (or Social Capacity) is a result of the connections and relationships built between individuals and organizations. As social capital is strengthened, the community as a whole becomes more prepared and competent in its capabilities.

It is important to remember that the LTRC's ability to locate and develop resources and then effectively deploy those resources to meet community needs in a consistent and confidential manner can be the key to a successful recovery effort. Given the scope of its work, it is recommended that the LTRC operates in both disaster and non-disaster times in order to build and maintain the necessary capacity to ensure that the community is well-prepared and well-resourced for the recovery efforts when the next disaster strikes. At minimum, resource coordination and DCM development should be on-going in both disaster and non-disaster times: if no resources exist, how can the LTRC help meet the community's needs?

Where to Begin?

On a very basic level, the organization and formation of an LTRC can be consolidated into to a few key steps. The following steps outline strategies and tactics for organizing an LTRC, and each will be discussed in greater detail below:

- Step 1: Identify types of potential disasters and current disaster service providers operating within the community;
  - Hazard planning, threat analysis,& asset mapping
- Step 2: Convene a meeting of prospective stakeholders;
  - Who is missing at the table?
- Step 3: Develop a mission statement;
- Step 4: Develop guidelines for service provision;
  - What services will be provided?
  - What are the eligibility criteria?
  - How will impact be measured?
- Step 5: Establish an organizational structure;
  - Identify individuals to serve as governing body.
  - Standalone 501(c) 3 or utilize a fiscal agent?
- Step 6: Develop by-laws to formalize the LTRC;
- Step 7: Implement the LTRC administration plan.

Step 1: Asset Mapping, Hazard Planning, and Threat Analysis

In preparation for or responding to disasters in a community, it is helpful to identify what types of disasters may affect a community (e.g., tornadoes, floods, earthquakes, chemical spills, radiological events, ice storms).Basic asset mapping, hazard planning, and threat analysis can all be excellent first steps in the development of a functional LTRC. In addition, it is also helpful to identify existing agencies and organizations within the community that may already provide disaster services. These agencies and organizations may become prospective partners for the LTRC and may also be able to assist with LTRC formation and development. Partner agencies can assist by:

- Convening stakeholders to share information concerning the disaster and plans for recovery;
- Identifying disaster-related unmet needs and coordinating resources to assist in recovery;
- Mentoring and/or providing ongoing training throughout the recovery process;
- Providing financial and other resources that will be needed in the recovery;
- Providing the venue for meetings and/or office space.

Step 2: Identifying Stakeholders and Group Formation

A strong foundation for long-term recovery is essential and taking time to obtain buy-in from as many local partners and stakeholders as possible is the key to sustainability. It is best if LTRC development occurs prior to an event, but in reality, many communities are faced with the challenge of organizing an LTRC and/or VOAD in the wake of a disaster. If this is the case, it is recommended to organize an LTRC first to identify and address the unmet needs. Once the recovery process winds down, it would be appropriate to begin contributing resources and energy to build wider community resilience by developing a VOAD. It is not recommended practice to attempt to develop an LTRC and a VOAD simultaneously in the wake of a disaster. If faced with LTRC organization in the wake of a specific event, the following initial steps are recommended. Please note that these ideas can also be implemented prior to an event:

- Convene a meeting of prospective partners and other concerned stakeholders to discuss the impact the disaster had on the community as well as possible approaches to recovery. It is important to invite experienced people to help provide guidance to your planning meeting.
- Select a facilitator and agree on basic ground rules so that an orderly meeting can be held. Dependent upon the structure of the VOAD and LTRC, this facilitator may be a temporary chair, permanent chair, or steering committee chair.
- Collect information–damage assessments, current needs, gaps in resources, etc. – on the disaster. Before moving forward, it will be important to understand the size and scope of the task the group will be dealing with. This information will help inform decisions regarding the scope of the LTRC's work as well as the resources that will be needed**.**

This information may include:

- Basic population demographics of the community;
- Demographics of the affected population;
- Formal and informal community leadership structures and respective roles in the disaster response and recovery operations;
- Geographic size of impacted area;
- Number of individuals and households affected;
- Number of owner-occupied homes affected and the level of impact (e.g., affected, minor, major, destroyed);
- Number of rental properties affected;
- Number of businesses and public services affected;
- Other effects on individuals and households (high unemployment, rate of insured/uninsured, etc.);
- Political and cultural subdivisions or jurisdictions impacted;
- Individuals with access and functional needs, with or without disabilities, who were affected by the disaster (e.g., children; blind/low vision; deaf or hard of hearing; seniors; individuals with sensory, intellectual, or developmental disabilities; individuals with limited or low English proficiency; individuals using bariatric equipment; individuals who use mobility aids; individuals representing a low socio-economic status; visitors; individuals with chronic medical conditions; individuals with behavioral or mental health concerns; individuals with cultural differences; individuals who are assisted by service animals and/or Personal Assistance Services (PAS)).

It is important to note that the Emergency Management Agency (EMA) that serves the affected community may be able to provide much of the aforementioned assessment information. EMA leaders are key partners and valuable resources for disaster response and recovery efforts; good rapport and regular communication with this group are critical components.

Step 3: Developing a Mission Statement

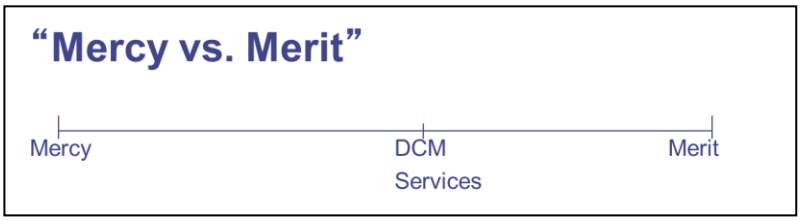
A mission statement is a formal, short, written statement of the purpose of the LTRC. The mission statement should guide the actions of the LTRC, state its overall goal for recovery operations, provide a sense of direction, and provide a framework for overall decision-making. Many times, an LTRC that dedicates significant time prior to a disaster (or early in the recovery phase) to develop a mission statement and discuss/develop guidelines for service provision is more effective and, ultimately, more sustainable.

- See Appendix 1 to Annex E for a sample mission statement.

Step 4: Developing Guidelines for Service Provision

Many government agencies and voluntary organizations have pre-established eligibility requirements which Disaster Case Managers must take into account when searching for resources. These guidelines help to focus efforts and assistance to match the agency/organizational mission or purpose. Similarly, the LTRC should also develop guidelines for service provision (a.k.a. eligibility criteria) according to its mission in order to determine who it will assist and the manner in which assistance is delivered. It is worthy of discussing some of the determinations the LTRC must make in assisting persons affected by disaster. The extreme ends of the spectrum of determining whether or not eligibility criteria will exist is often referred to as the issue of "Mercy vs. Merit."

On one end of the spectrum is the "Mercy" approach in which everyone affected by the disaster is eligible for assistance proportionate to their need. On the other end of the spectrum is the "Merit" approach in which a financial assets limit is established and those who exceed that limit are not eligible for services through the LTRC. Communities are cautioned to keep in mind that there is much room in the middle for a compromised approach and that Disaster Case Management services can be invaluable to disaster survivors even if no other resources are ever afforded the family.



By establishing guidelines for service provision, the LTRC gives Disaster Case Managers and survivors a clear sense of what type(s) and amount of assistance is available. Through this process, Disaster Case Managers are given the tools to more effectively manage survivors' expectations. By the same token, if LTRC members clearly understand the LTRC's mission, they can more effectively contribute resources to the recovery process.

During LTRC formation, community partners should determine target populations and services the group will offer. It may be helpful to utilize the results of the asset mapping process in Step 1 to assist in determining what services/resources the LTRC will offer. It should be noted that every disaster begins and ends locally and the local community "owns" the event. Thus, strong emphasis must be placed on location and developing as many local resources as possible. If the Governor declares a state of emergency or a disaster receives a federal declaration, additional resources may be made available to the community. However, communities should not rely on outside assistance and would be well-served to build response and recovery plans with the assumption that no outside assistance will be available. It is also important that communities understand the breadth (and the limits) of local assistance and are prepared to seek assistance accordingly in the event that a disaster overwhelms local capacity.

The LTRC is typically able to offer limited assistance and focus its efforts on assisting the most vulnerable populations–individuals/households with access and/or functional needs, uninsured/underinsured homeowners and renters, elderly, low income households,

single parent households, households with small children–within the community. Through the DCM process, Disaster Case Managers are able to prioritize needs according to the level of urgency, and most LTRCs will work to serve the households with the most urgent needs first.

Another item for consideration is whether or not the LTRC will be involved in home repair and reconstruction. If so, what is eligible to be repaired, rebuilt, or replaced -- e.g., main living structures only, primary dwellings (no second homes), detached garages, deferred maintenance (pre-existing conditions), outbuildings, fencing, and mobile homes. Traditionally, most LTRCs choose to offer repair/rebuild assistance to owner- occupied primary dwellings and will not repair or rebuild second homes or rental property. Additionally, many follow the guidelines of "safe, sanitary, secure, and functional" for construction repairs.

The LTRC should also determine whether or not it will consider exceptions to its stated guidelines for service provision on a case-by-case basis. Ultimately, the repair/rebuild process should in no way "upgrade" a survivor's living situation (e.g., replacing composite countertops with granite, replacing vinyl flooring with hardwood); however, consideration should be given–if resources allow–to mitigation strategies that could lessen the impact of future disasters (e.g., elevating a home to lessen the risk of future flooding, installing strapping mechanisms in new builds to ensure higher wind loads, utilizing energy efficient materials and building techniques).

Step 5: Developing LTRC Organizational and Governance Structures

Choosing an Organizational Structure

An LTRC may be highly structured (formal 501(c) 3 organization with a board of directors, management team, and staff) or less structured (committee made up of representatives from local agencies involved in the recovery that utilizes another community agency as a fiscal agent). There are challenges and benefits to each approach. The LTRC's structure should be based on the needs of the community, and the key is to identify stakeholders and partners who are committed to the community's recovery and to the long-term recovery process as a whole.

In either case, the LTRC will probably operate as a not-for-profit entity. That means the committee will be handling money entrusted to it by individuals, foundations, and/or other organizations. As a result, all funds under the designated treasurer or other representative's control must be administered through a fiscal agent that has legal not-for-profit status.

The two basic LTRC structures are shown below:

1. Partner agency as fiscal agent – Long-Term Recovery Committee (LTRC)
    - Execute a Memorandum of Understanding (MOU) between LTRC and fiscal agent
    - Fiscal agent handles all financial matters

The LTRC may seek an existing not-for-profit agency within the community to serve as its fiscal agent. This would certainly be the best choice for an LTRC that is small or may be of short duration. The following should be in place:

- Fiscal agent with internal safeguards and record protection procedures, as well as the ability to provide regular financial reports to the LTRC;
- Regular audits conducted by an independent auditing firm;
- Fiscal agent agrees to manage the funds at the direction of the LTRC, with clear understanding that funds are given to and remain the property of the LTRC and not the fiscal agent
- A written Memo of Understanding (MOU) between the LTRC and the fiscal agent. *See Appendix 3 to this document for a sample MOU.*

2. Standalone 501(c)3 –Long-Term Recovery Organization (LTRO)
    - Complete necessary IRS paperwork
    - Requires consultation with legal counsel
    - Must establish and maintain Board of Directors

The Internal Revenue Service (IRS) grants 501(c) 3 status to not-for-profit agencies engaged in charitable, educational, or religious activities, allowing donors to claim a tax deduction for their gifts. Incorporating and obtaining legal 501(c) 3 status for an LTRC is not necessarily complicated, but the process can be expensive and can require a considerable time commitment. Incorporating also carries with it obligations for receipting and providing regular financial reporting as well as establishing and maintaining a functioning board of directors. An LTRC should seek legal counsel for more information if it chooses to become an incorporated not-for-profit agency.

NOTE: Since LTRCs in Colorado are typically sub-committees of VOADs, it is recommended that, for organizational purposes, LTRCs do not establish themselves as formal, standalone 501(c)3s and instead utilize a fiscal agent's (or, if applicable, the VOAD's) legal not-for-profit status.

Establishing a Framework of LTRC Governance

Regardless of an LTRC's organizational structure, oversight and accountability is extremely important to a successful long-term recovery process. The LTRC will be handling financial resources and confidential information, and will be providing help and other resources to people in the community who have been affected by the disaster. The level to which the LTRC proves itself to be trustworthy in the eyes of the community and its supporters, to a large degree, will determine its success. The governance structure can take different shapes but typically includes an executive committee whose primary responsibility is to set the direction for the group and to provide ongoing oversight.

LTRC leadership (i.e., executive committee/leadership team members) may emerge from:

- Voluntary organizations;
- Community-based organizations;
- Faith-based organizations and groups;
- Private sector and civic organizations;
- Volunteers with expertise in accounting, legal matters, grant writing, human resources, communications, marketing, building trades, etc.

Members of the governing body (i.e., executive committee/leadership team) should reflect the diversity of the disaster-affected community and should possess leadership skills along with the ability to work collaboratively. Furthermore, members of the governing body should each have sufficient authority from their respective organizations in order to make commitments and/or speak on behalf of that organization.

The governing body should:

- Ensure that the LTRC adheres to its mission statement;
- Help determine the operational structure for the LTRC;
- Develop a plan for staffing based on the structure adopted, and hire staff as needed (could be paid and/or volunteer);
- Develop short and long-term goals/strategic plans and set the direction for the LTRC;
- Assist in developing and updating operational policies and procedures, which may include guidelines for service provision and criteria for meeting disaster-related unmet recovery needs (policies need to be responsive to emerging needs and fluctuating resources);
- Identify and develop resources including human, material and financial;
- Ensure fair and equitable distribution of resources;
- Determine a system of financial management, reporting, and accountability;
- Determine how financial resources will be handled – will the LTRC utilize the non-profit status of one of its member agencies for receiving and handling financial contributions, or will it apply for its own 501(c) 3 status?
- Establish and update organizational bylaws as needed;
- Have some knowledge of the DCM process and assist in developing and maintaining a trained cadre of Disaster Case Managers;
- Reflect the diversity of the community;
- Elect officers from within the body–at minimum Chair, Co-Chair/Vice Chair, Secretary/Public Information Officer, and Treasurer. Additional officers/leadership positions may include: Marketing Coordinator, Resource Coordinator, Volunteer Coordinator, Construction Coordinator, and Disaster Case Management Supervisor;
- Meet regularly, record minutes of its meetings, and make minutes available to the public;
- Develop a communications plan to ensure that all partners, including the general public, are kept informed about structure, policies and program

development. Additionally, the communications plan may include sharing success stories in community publications;
- Obtain liability, officers, and other insurance as needed.

Step 6: Developing LTRC By-Laws

Once a mission statement and guidelines for service provision have been developed, the process should be formalized with organizational by-laws. It is recommended that the LTRC by-laws be included as a section or appendix within the VOAD by-laws. Whether included as an embedded section or an appendix, the by-laws should clearly identify LTRC functions and procedures and should include:

- An outline of the method in which the LTRC will handle financial resources and provide a sample Memorandum of Understanding that can be used between the VOAD and a not-for-profit agency that could serve as a fiscal agent;
- Discussion of the LTRC governance structure;
- Definition of the major elements of day-to-day LTRC operation, guidelines for service provision, and a discussion of who will coordinate the operation (paid and/or volunteer staff or mutual decision-making process involving the participating agencies) to:
    - Identify individuals and families with unmet needs in the community;
    - Provide disaster case management in order to prioritize how to meet those needs;
    - Deliver goods, services, and funds to meet the needs.
- Discussion of the importance of a preliminary budget that shows all of the expense areas that are anticipated;
- An outline of the plan to recruit and supervise competent staff that will oversee day to day operations, human resource policies for employees and volunteers and how these policies will be implemented, and details regarding facilities and equipment (office space, volunteer housing, and warehouse or supply depot);
- An outline of anticipated asset mapping strategy or strategies that will be used to identify local resources and to identify sources for funds from outside the community through fundraising efforts;
- Clear and specific targets/goals and how each will be measured;
- The method(s) by which "success" will be measured, how recovery operations will be evaluated, and how best practices will be captured and used to strengthen the LTRC as a whole.

Step 7: Long-Term Recovery Administration and Management of a Recovery Operation

Once the Long-Term Recovery Committee has formed, established its mission and formalized its by-laws within the VOAD structure, the next step is to begin managing day-to-day operations and delivering services. Based on the LTRC structure and resources (both LTRC and partner agency resources), a recovery program will be coordinated either by paid and/or volunteer staff, or through a mutual decision-making

process involving the participating agencies. Oversight of this decision-making process will be the task of the LTRC governing body.

As stated above, at the most basic level the long-term recovery process involves:

1. Identifying individuals and families with unmet needs in the community;
2. Providing Disaster Case Management (DCM) services in order to prioritize how those needs will be met through the development of household recovery plans;
3. Locating and/or developing resources–goods, services, funds, etc.–and subsequently utilizing DCM principles and best practices in order to deliver these resources in an effort to meet identified unmet needs;
4. Managing the day-to-day activities of recovery operations.

Major Elements of the LTRC Operation

Regardless of the structure of the LTRC and VOAD, there are a number of common elements that will embody day-to-day operation. Each of these elements represents a critical building block that is important to the overall success of the program.

1. Identifying unmet needs in the community

A thorough understanding of the community's unmet needs and the demographics of the vulnerable populations within the community are central to the success of a LTRC. Disaster Case Managers will work directly with disaster survivors and may come into contact with the LTRC through a variety of means. The LTRC is encouraged to partner directly with the EMA as well as other community service providers in order to construct an effective public messaging campaign to ensure that survivors are able to access services.

Many households may be identified if the community hosts a Multi-Agency Resource Center (MARC). It is recommended that the LTRC and all community disaster response partners be represented at the MARC in order to most effectively connect survivors with resources. Impacted individuals and households may also be identified through the early response efforts of local, state, and/or national agencies–depending upon the size and scope of the disaster–some of whom will be members of the VOAD. Continuity of care is of the utmost importance and it is essential that response agencies/organizations communicate directly with the LTRC to ensure that individuals and households that may require long term assistance be identified early after the disaster and connected with a Disaster Case Manager as soon as possible. This is yet another reason that the LTRC must operate as a standing committee of the VOAD–if a community has not developed a DCM infrastructure prior to an event, continuity of care will not be possible and survivors' needs will remain unmet.

In federally declared disasters, individuals and households with unmet needs may be identified through the FEMA registration lists. Note: Access to this information is protected under the Privacy Act of 1974. Contact the Emergency Human Services section of the State Emergency Management Agency(SEMA) at (573)526-9100in order to learn

more about how the LTRC may gain limited access to this information (reference the Routine Use provision of the Privacy Act).

In addition to the approaches, it is recommended that LTRCs also develop and implement community wide unmet needs assessment to identify and prioritize unmet needs. For information about CO VOAD, the Governor's Faith-Based and Community Service Partnership for Disaster Recovery (the Partnership) or National VOAD, contact the San Luis Valley VOAD at slv.voad@gmail.com or by calling (719) 850-4489 or by visiting https://www.colorado.gov/pacific/mars/disaster-case-management https://www.colorado.gov/dhsem or by calling (720) 852-6600.

A community-wide unmet needs assessment should provide and/or include the following:

- A systematic approach for an LTRC to determine unmet needs of disaster survivors;
- A step-by-step plan to conduct door-to-door interviews and/or interviews at designated walk-in centers within the disaster-impacted area to determine vulnerable populations;
- Strategies to identify and document "gaps" between needs and community recovery resources;
- A user-friendly mechanism/database to track and sort survivor responses, record accurate interview data, prioritize cases, and identify the most urgent unmet needs;
- Regular reports and data in the form of accurate statistics;
- An initial estimate of the total cost for recovery by analyzing individual the losses incurred by individuals and households. This information can be used to support fundraising efforts.

2. Providing DCM Services

The State of Colorado has a strong history of supporting DCM operations and partners are committed to building DCM capacity across the state. DCM is the "hub" of a long-term recovery effort. Without a strong DCM system, the long-term recovery process is likely to become bogged down and ineffective.

Depending upon available resources, an LTRC may choose to utilize partner agency staff, hire paid professionals, and/or recruit community volunteers to serve as Disaster Case Managers. Again, the structure of the LTRC and its DCM operation should be constructed in such a manner to facilitate effective utilization of existing community strengths and resources to address unmet needs. No matter the structure, supervision of and accountability for the DCM process are essential.

It is recommended that the LTRC engages an experienced Disaster Case Management Supervisor (CMS) to oversee the DCM effort. Typically, the CMS is a paid staff member of the LTRC or its fiscal agent. The CMS position is a crucial component to a successful recovery effort because he/she will serve as the convener of all Disaster Case Managers (DCMs) within the community. Even if the LTRC both hires DCMs and engages

volunteers while some partner agencies also employ DCMs, the LTRC CMS should oversee the community's DCM efforts and convene weekly meetings of all DCMs regardless of their affiliation. This is a best practice that will enhance communication and strengthen collaboration within the LTRC and among DCMs, while also building credibility for the LTRC and the DCM process in the eyes of the community.

In large-scale disasters, an LTRC may choose to hire a Long-Term Recovery Coordinator to serve in the CMS capacity. Regardless of the title, it is essential that this position has a well-defined understanding of the DCM process and the ability to effectively lead a team. Additional information can be found in Appendix 3. To learn more about the Colorado DCM system and training opportunities please contact SEMA Emergency Human Services at (573)526-9100.

3. Locating, Developing, and Delivering Resources

Needs assessments and outreach efforts to facilitate early contact with survivors are essential factors in a successful recovery effort. However, if no resources exist in the affected community and/or the LTRC has not developed resources, the outreach efforts may be for naught. The LTRC must simultaneously develop and support a community-wide DCM system while also executing well-planned resource development and fundraising strategies. The following section outlines suggestions for jump-starting resource development efforts:

a. Developing a preliminary budget and sharing community needs

Financial resources can make or break a long-term recovery program. Once again, the structure of the program will dictate the degree to which the LTRC will be involved in the financial side of recovery. Regardless of the structure, the LTRC will need funds with which it can operate. The LTRC itself and/or partner agencies will need to identify and acquire not only the resources to meet the unmet needs in the community, but also those that will be needed to fund administrative expenses associated with staffing and day-to-day operations.

It is the responsibility of the governing body (i.e., executive committee/leadership team) to develop a preliminary budget for the LTRC. This budget should show all of the expense areas that are anticipated, including client related expenses such as materials, services, paid contractors, volunteer-related expenses, etc., and administrative expenses such as salaries, facility expenses, utilities, communications and other office expenses, etc.

Many LTRCs have difficulty in creating a comprehensive budget early in the program. Don't despair if this seems like an overwhelming task because support is available from other Colorado partners for assistance with the process. However, it is very important to begin to develop a baseline of resources necessary for the LTRC to reach its goal of ensuring that all affected individuals and households are able to return to a reasonable level of self-sustainability. The LTRC will need to develop a budget prior to soliciting funds from foundations

and other organizations. Once the LTRC and the subsequent recovery operation(s) are up and running, the budget can be adjusted based on actual experience. It will be the responsibility of the governing body to monitor income and expenses and make the necessary adjustments.

A holistic and complete community-wide unmet need assessment can serve as a valuable tool in developing the preliminary budget in the area of resources needed to meet survivor needs. It will also give the LTRC a basis for determining an appropriate administrative structure and associated expenses.

b. Asset mapping and resource development

The unmet needs in a community and the scope of the program will dictate the amount of financial, volunteer, and other resources needed to carry out the LTRC's mission. The earlier the LTRC begins its public awareness and outreach efforts, the better–donors will be more apt to give when the disaster event is still fresh in the minds of the public.

The preliminary budget discussed above will begin to identify the kinds of resources needed to support the LTRC, including human, material, and financial. The LTRC will also need to develop a plan on how to locate those resources. The first place to look is within the local community itself. Every community has resources (or assets) and should always take the lead with its own recovery. Asset mapping is a technique that can be used in identifying local resources and is described in further detail below:

- Start with what is present within the community: social service agencies, faith-based groups, local government, volunteers, referral services, disaster response and recovery agencies, media outlets, foundations, corporations, businesses, large churches and other religious institutions, etc.;
- Identify individual and household capacities, resources, and abilities for recovery (this can be accomplished through the DCM process and/or a community wide unmet needs assessment process);
- Promote connections or relationships between individuals, between individuals and organizations, and between organizations, encouraging them to share resources as they help to meet the needs of the wider community;
- Stress local determination, investment, creativity, and control;
- Create directories of social services or augment existing directories that may be maintained by Information and Referral (I&R) agencies–United Way 2-1-1, First Call for Help, etc.–within the community.

After the LTRC has developed a preliminary budget and has evaluated the resources from within the local community, it can now begin its efforts to identify sources for funds that are outside the community:

- Analyze and access available public funding streams such as state level disaster funding, FEMA, SBA, HUD,HHS, block grant funds, disaster unemployment, workforce development, etc.;
- Develop a plan to raise the additional funds needed, including personal and family resources, grants from community and/or corporate foundations, planning special community fundraising events, direct mail appeals, state or national faith-based organizations, civic organizations, etc.

4. Managing Day-to-Day Activities of Recovery Operations (i.e., Administration)

Depending on the structure of the LTRC, there will be a certain amount of administrative staff (paid and/or volunteer) and facilities (office, phone, etc.) that will be needed. Many groups struggle because they neglect this factor, thinking that they can run a long-term recovery effort on a shoestring budget.

The staff that oversee the day-to day operations of the recovery program and guide the process are critical to the success of the recovery operation. This group may consist of paid staff or volunteers from partner agencies. It is crucial to recruit the right people to fill these positions. Appendix 3 provides sample LTRC position descriptions that may assist in this process. Furthermore, it is of utmost importance to manage survivor expectations early in the process. Under no circumstances should any LTRC member or staff promise assistance to any survivor. The best practice is to clearly define the LTRC's role and guidelines for service provision and assure each survivor that a Disaster Case Manager will do his/her best to identify unmet needs and connect them with existing resources but that no promises of assistance can be made.

Recruit and supervise competent staff (paid and/or volunteer)

- Assess both the need for and the availability of personnel;
- Consider potential positions (paid or volunteer) that the LTRC will need in order to provide effective services and assistance to disaster clients. An LTRC may employ a program director (or coordinator), a disaster case management supervisor, one or more disaster case managers (frequently working for partner agencies), a construction coordinator, and possibly a volunteer coordinator;
- Develop position descriptions for each post(sample position descriptions can be found in Appendix 3);
- Remember that LTRC partner agencies may be able to provide part or full-time staff.

Establish human resource policies

Since most LTRCs in Colorado utilize a fiscal agent and are not standalone 501(c) 3 organizations, most also utilize their fiscal agents' hiring practices and human resources policies. However, it may still be helpful to discuss the following items when analyzing necessary staffing levels:

- Implement administrative policies and procedures which may include paid and/or volunteer staff, salaries, payroll schedule, hours worked, paid and unpaid leave, holidays, job related expenses, reimbursements, employee benefits, sick leave, etc.;
- Administer policies for handling grievances, complaint resolution, anti-discrimination practices, anti-harassment policies, drug testing, background checks, etc.

Locate facilities & equipment

- Office space (paid or donated) that is secure, visible and accessible to the disaster-impacted community and can provide private meeting space to protect confidentiality;
- Office equipment (e.g., computer(s), phone(s), desk(s), locking file cabinet(s);
- Volunteer housing(donated or fee-based) with consideration for any costs associated with housing, such as furnishing and food expenses;
- Warehouse to securely store donated goods and/or building materials;
- Supply depot or other vendors who may offer discounted materials and goods.

Major Program Elements

Identifying the unmet needs in the community, developing a budget, setting up an administrative structure, and figuring out where resources are coming from are, in a sense, all preparatory steps to the real work of long-term recovery. The heart of the day-to-day program comes in working directly with survivors to develop recovery plans, allocating resources, and delivering services. The following are major program elements that will most likely describe most of that day to day work:

- Disaster Case Management;
- Construction Management;
- Volunteer Management;
- Communications in long-term recovery;
- Donations Management;
- Spiritual and Emotional Care;
- Financial controls and reporting.

Measuring and Evaluating Results

Monitoring the program and evaluating results regularly will ensure the ongoing success of the LTRC. In addition to confirming that progress is being made and survivors are able to recover, it can–with a well-developed communications/outreach plan–also help to encourage support from donors and continued community involvement. Additionally, regular evaluations will provide data that will be useful for planning future possible recover efforts. Measureable program results may include the following:

- Number of families receiving assistance through the LTRC;
- Amount of disaster assistance provided to meet disaster-caused needs;
- Disaster Case Managers should track the total amount of assistance provided to each household;
- Number of completed (fully achieved) recovery plans;
- Number of families returned to safe, sanitary, secure, and functional permanent housing;
- Decreased vulnerability in the community (e.g., total number/type/amount of mitigation efforts that were completed);
- Increased community resilience (e.g., total number of households that developed household disaster plans and/or disaster kits).

Reviewing results

To protect survivors' confidentiality and mitigate the potential for conflicts of interest, neither the governing body nor individual LTRC members should be privy to any identifying survivor information. However, the Disaster Case Management Supervisor (CMS) should conduct transparent, regular reviews and evaluations of open cases as well as cases that have been closed in order to measure the progress of the program. The CMS may share aggregate client data from survey results and other sources with the LTRC and should update the group regularly regarding the progress of the recovery effort. Possible questions for a general, non-case specific review process:

- Are we following our mission?
- Have we identified the most vulnerable in the community?
- How well have we been able to locate the resources and services needed?
- Are we staying on budget and allocating available resources effectively?
- How many households registered/reported disaster damage?
- How many households have been assisted?
- How many individuals make up these households?
- What percentage of cases was closed with a completed recovery plan?
- How many cases reported all or most of their needs were met?
- How many households have completed a household disaster plan?
- What is the level of client satisfaction with the DCM process?
- What amount of services has been provided?
- What types of assistance have been provided?

- How many homes have been repaired and/or rebuilt so that clients can return to their homes?
- How many volunteers have participated in the recovery process?
- How many hours of work have volunteers contributed and what is the total value of these hours?
- Are we working in ways that will mitigate the effects of future disasters, and will the community be more resilient as the result of our efforts?
- What things are going well with the program?
- What things might be done differently and improved?
- What might be done to better prepare us for response to the next disaster?

Final Evaluation

In addition to ongoing reviews, the governing body (i.e., executive committee/leadership team) of the LTRC should conduct a final evaluation of each specific recovery operation. This evaluation should include input from:

- Client surveys;
- LTRC partners, staff, and fiscal agent representatives;
- Donors;
- Volunteers;
- Local government, including state and local emergency management.

The final evaluation should examine how the mission, goals, and objectives of the LTRC were maintained and accomplished. Disaster recovery is a collaborative process with many stakeholders, each of whom plays an integral role. In order to maintain the collaborative nature of the process and to avoid compassion fatigue and burn-out, do not be afraid to celebrate success along the way and once a recovery operation has come to an end. Survivors play an integral role in the recovery process and, with their permission; their stories can be shared and can provide inspiration to service providers and other community members alike. These stories can also serve as centerpieces for resource development efforts to further build community resilience and ensure that resources are available to future disaster survivors as well. The long-term recovery process is all about people and people should always be the foundation of disaster recovery in both written and spoken word. Be sure to encourage community members to thank volunteers, each other, and the agencies and grassroots groups who embraced their neighbors in need.

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APPENDIX 1: TEMPLATE LONG-TERM RECOVERY COMMITTEE MISSION STATEMENT

Mission Statement

The mission of the **[Insert County]**LTRC is to deliver disaster recovery services to survivors of disasters who are residing in the service area by sharing information, simplifying access to services, and jointly resolving cases with unmet, disaster related long-term recovery needs.

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APPENDIX 2: TEMPLATE LONG-TERM RECOVERY COMMITTEE MEMORANDUM OF UNDERSTANDING

[Insert name of Long-Term Recovery Committee] (LTRC)
And [Insert Agency Name] existing 501(c) 3 Fiscal Agent

The purpose of this memorandum is to enable the **[Insert Agency Name]** to act as the fiscal agent of the **[Insert LTRC Name].**

The [Insert LTRC Name] will:

- Instruct donors to make checks payable to the **[Insert Agency Name]** and designate for the benefit of the **[LTRC Name];**
- Establish such procedures and/or forms and appropriate financial officers to authorize the **[Insert Agency Name]**to write checks to vendors of services or supplies delivered to the **[Insert LTRC Name]**or the LTRC's clients;
- Maintain its own system for honoring designations on the use of particular donations and sub-accounts for the various, separate activities of the **[Insert LTRC Name]**;
- Receive funds from various sources to support the recovery activities of the **[Insert LTRC Name]** and deliver said donations to the **[Insert Agency Name]** for deposit.

The [Insert Agency Name] will:

- Provide evidence of robust internal controls and record protection procedures to the LTRC;
- Deposit and hold all **[Insert LTRC Name]** funds in an FDIC insured bank;
- Establish a "pass through" account and such bookkeeping procedures as shall isolate the funds designated for the **[Insert LTRC Name]** from those of the agency or other entities for whom the agency holds funds;
- Provide monthly, quarterly, and annual reports to the **[Insert LTRC Name]** detailing receipts, expenditures, and balances on hand to the **[Insert LTRC Name]**;
- Receive all money donated to the **[Insert LTRC Name]**;
- Send a copy of the deposit receipt to the **[Insert LTRC Name]**;
- Write and mail checks to vendors of services or supplies when authorized to do so by the **[Insert LTRC Name]**.
- Undergo professional, third-party audits on an annual basis.

This memorandum constitutes the entire agreement between the parties, and shall remain in force until the parties mutually agree to alter or terminate the understanding.

In executing this MOU, the **[Insert LTRC Name]** assumes all responsibility for the appropriate receipt and expenditure of the funds entrusted to it.

The **[Insert Agency Name]** agrees only to act as the fiscal agent of the **[Insert LTRC Name]** and does not assume any of the rights or obligations of the **[Insert LTRC Name]**.

_____	_____
Printed Name	**Printed Name**
[Insert LTRC Name] Representative	**[Insert Agency Name] Representative**
_____	_____
Signature	**Signature**
[Insert LTRC Name] Representative	**[Insert Agency Name] Representative**
Date:_____	**Date:** _____

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APPENDIX 3: LONG-TERM RECOVERY COMMITTEE SAMPLE JOB DESCRIPTIONS

LONG-TERM RECOVERY COORDINATOR POSITION DESCRIPTION

General Description: Directs and coordinates the effective implementation of the mission, goals, and strategies of the LTRC as established by the governing body. This position reports to the LTRC governing body (i.e., executive committee/leadership team).

Duties:

- Assists the governing body in developing and implementing the operational policies, programs, and training events which meet identified needs before, during, and after a disaster;
- Assumes responsibility as the chief development and fundraising officer of the organization;
- Attends all governing body meetings and serves as staff resource to governing body LTRCs;
- Develops public relations program;
- Organizes and presides at the LTRC Network meetings;
- Reports on-going statistical and descriptive information regarding programs, operations, and finances to the governing body;
- Serves at the disposition of the governing body;
- Works to build effective relationships with other coalitions;
- Works with community groups, agencies and faith groups in developing inclusivity;
- Identifies and leverages resources in each community for recovery efforts including foundations, corporations, government, non-profit and faith-based organizations;
- Develops and submits written proposals for recovery efforts;
- Ensures coordinated case management approach to supporting families;
- Helps coordinate and match families with faith-based volunteer groups as appropriate;
- Provides written summaries of meetings and recovery efforts;
- Ensures clear communication among service providers and between service providers and survivors;
- Develops and maintains a strong electronic communications mechanism–e-mail, web-based, etc.;
- Produces and maintains all record keeping for the project (e.g. monitoring reports, financial transactions, etc.);
- In collaboration with the governing body of the LTRC, communicates with the local VOAD;
- Oversees coordination of response and recovery efforts.

Qualifications:

Master's Degree, preferably in social work or equivalent human service related field, with a minimum of three years of related work experience and one year of supervisory experience. A Bachelor's Degree with four years of related experience may be accepted in lieu of an advanced degree. Previous experience in long-term recovery is highly preferred.

Additional qualifications are as follows:

- Fully trained and highly experienced in all long-term recovery processes (e.g., disaster case management, construction coordination, volunteer coordination, resource development);
- Demonstrates leadership abilities including ability to be flexible in dealing with diverse constituencies and varied personalities;
- Comprehensive knowledge of local social service delivery systems and referrals;
- Excellent critical thinking skills;
- Outstanding verbal and written communication skills;
- Experience and willingness to work in a fast paced, human services environment;
- Exceptional record-keeping ability and time management skills;
- Ability to thoroughly document conversations and actions regarding community needs and survivor cases;
- Proficiency in executing multi-tiered accountability strategies;
- Aptitude to build and maintain effective partnerships;
- Highly developed interpersonal skills and supervisory aptitude;
- Ability to work with diverse populations;
- Capability to be successful in highly stressful and emotionally charged situations;
- Ability to work effectively with minimal direct supervision.
- **Background Checks:** This position requires applicants to submit to and pass background checks. Findings may disqualify an individual for this position.

I have read, understand, and agree to the Long-Term Recovery Coordinator responsibilities and standards for this position.

_____	_____
Employee/Volunteer Printed Name	Agency/Organizational Affiliation
_____	_____
Employee/Volunteer Signature	Date

DISASTER CASE MANAGEMENT SUPERVISOR POSITION DESCRIPTION

General Description: Supervision of and accountability for the case management process are essential regardless of the size of the disaster and the number of Case Managers engaged in work with disaster survivors. The Case Management Supervisor (CMS) role is critical to any disaster recovery operation as this position provides support, guidance, and accountability for Disaster Case Managers (DCMs). The CMS also monitors DCMs for signs of stress and fatigue and ensures that each DCM maintains a reasonable case load. A successful CMS does not micromanage but will allow DCMs sufficient independence and flexibility to create solutions.
In smaller disasters, supervision of the disaster case management process may come from regional or statewide disaster response community as opposed to the local community or Long-Term Recovery Committee (LTRC). In larger disasters, the LTRC is encouraged to engage a CMS at the local level. It is recommended that the CMS be paid staff position of the LTRC or a local community agency. In all settings where recovery operations will take six months or longer, supervising personnel, and possibly DCMs, should be employed staff rather than volunteers. Additionally, if at all possible, the CMS should remain engaged in disaster and non-disaster times in order to further develop local disaster resources and to continue to support the local DCM cadre for activation in future events. The CMS reports to the Long-Term Recovery Coordinator, if applicable.

Traditionally, the CMS supervises the "process" of disaster case management more so than he/she supervises disaster case management "personnel." For example, if an LTRC engages a CMS, he/she may serve as the point of contact for all DCMs–both volunteer and paid agency staff–working in a specific recovery operation. Thus, ABC County LTRC may recruit 5 volunteer DCMs while Community Agency X supplies 2 full-time agency staff and Community Agency Y supplies 3 full-time agency staff. The ABC LTRC CMS would still serve as the point of contact for all 10 DCMs in ABC County though the 5 full-time agency staff would report to their respective agency supervisors for personnel matters. However, the CMS would be responsible to ensure that the disaster case management process (e.g., case files, electronic case records, level of recovery plan development) is consistent among volunteer and paid DCMs. The aforementioned structure is a best practice that allows full use of a community's resources while retaining the collaborative approach that is essential to a successful recovery operation.

A CMS should be a veteran DCM with significant experience working directly with disaster survivors and disaster-affected communities in various types of events (e.g., wind events, floods, ice storms). It is important to remember that not all DCMs will be effective CMSs. The selection of candidates for the CMS role often includes input from the Colorado Disaster Case Management trainers.

It is recommended practice to engage 1 CMS for every 5 DCMs. If a community engages more than 5 DCMs, it is recommended that additional CMS positions be filled. Typically, only large disasters will require multiple CMS positions. Even in the smallest local disaster, however, no DCM should work without consultation/support from a CMS. As stated above, this type of support may be available at the regional or state level. Furthermore, a CMS should ensure that each DCM maintain a reasonable case load, ideally 25-35 cases for a full-time DCM based on the complexity of the case and/or severity of needs.

In monitoring case loads, the CMS may utilize the following procedure to calculate a weighted case load (WCL) based on the priority level of each case:

$$\text{WCL} = \frac{[(\text{Priority 1} \times 1) + (\text{Priority 2} \times 2) + (\text{Priority 3} \times 3) + (\text{Priority 4} \times 3)]}{\text{Total Number of Priorities}}$$

**Please note that the formula above is presented in fractional form and could be otherwise expressed as:* $\text{WCL} = [(\text{Priority 1} \times 1) + (\text{Priority 2} \times 2) + (\text{Priority 3} \times 3)] \div \text{Total Number of Priorities}$

Priority of needs categories have been developed and are defined below.

- Priority Level 1: Immediate needs met, stable, some remaining unmet needs; *quarterly monitoring to update status or may be closed* due to lack of resources for identified need (may be reopened if resource(s) becomes available during performance period);
- Priority Level 2: Some remaining unmet needs or in current rebuild/repair status; *monthly contact to monitor progress*;
- Priority Level 3: Significant unmet needs; recovery plan being developed and monitored; *bi-weekly or weekly contact*;
- Priority Level 4: Immediate and long-term unmet needs; may lack capacity and/or resources and be considered a member of a vulnerable population (e.g., elderly, uninsured/underinsured, economically disadvantaged, access/functional needs, single parent household); *weekly contact*.

Example: A DCM has a caseload that consists of the following cases. Without considering case complexity or severity of need, the DCMs case load would stand at 14. However, when considering the aforementioned factors, his/her case load is 35. This is a best practice to ensure that DCMs are not subjected to undue stress and fatigue.

Priority 1	Priority 2	Priority 3	Priority 4	Calculation	WCL
0	2	3	9	$[[2 + (3 \times 2) + (9 \times 3)] \div 1]$	35

Duties:

- Collaborate with response phase casework organizations to identify disaster survivors known to have unmet needs and assign cases to DCMs;
- Monitor the number of cases assigned to each DCM and observe ongoing effectiveness and assign additional cases when necessary;
- Support DCMs by observing performance and providing instruction, consultation, and guidance as needed;
- Meet individually with each DCM on a regular basis to discuss challenges, celebrate success, and to monitor for signs of stress/fatigue;

- Facilitate DCM case presentations at weekly meetings as a learning opportunity to build DCM presentation skills;
- Compile and maintain a list of pertinent disaster resources;
- Serve as the disaster case management representative to the LTRC and present cases or inviting DCMs to present cases as appropriate;
- Coordinate weekly DCM group meetings to debrief, discuss resources, and address gaps in services;
- Review physical case files and electronic case records weekly to ensure completeness and organization;
- Create regular data reports (e.g., priority level breakdown of all open cases, open/closed cases to date, % of cases closed with completed recovery plan, status of all cases involving construction repair/rebuilding) and disseminating to community leaders as requested;
- Occasional client contact so as to assure appropriate referrals or to study program effectiveness;
- Upon DCM recommendation for case closure, review all case materials and approve/deny case closure recommendation;
- Prior to case closure, ensure each household receives a case closure letter and has opportunity to complete a client satisfaction survey;
- Maintain database of client satisfaction surveys, analyzing data to ensure that all clients are treated with respect and dignity without regard for their circumstances or demeanor;
- Guide DCMs to achieve maximum effectiveness by serving as team member & mentor as appropriate;
- Model effective leadership and appropriate professional boundaries;
- Interact regularly with the LTRC and community leaders to inform members of emerging needs and to provide updates on the progression of case management activities;
- Maintain a database of trained DCMs;
- In non-disaster times, in conjunction with local and state leadership, develop and participate in disaster case management training and professional development activities and develop disaster resources for future disaster recovery operations;
- Other tasks as assigned.

Qualifications:

Master's Degree, preferably in social work or equivalent human service related field, with a minimum of two years of related work experience and one year of supervisory experience. A Bachelor's Degree with four years of case management experience may be accepted in lieu of an advanced degree. Previous experience as a Disaster Case Manager is highly preferred.

Additional qualifications are as follows:

- Demonstrates leadership abilities including ability to be flexible in dealing with diverse constituencies and varied personalities;
- Comprehensive knowledge of state and local social service delivery systems and referrals;

- Excellent critical thinking skills;
- Outstanding verbal and written communication skills;
- Experience and willingness to work in a fast paced, human services environment;
- Exceptional record-keeping ability and time management skills;
- Ability to thoroughly document conversations and actions regarding case management;
- Proficiency in executing multi-tiered accountability strategies;
- Aptitude to build and maintain effective partnerships;
- Demonstrates ability to maintain appropriate professional boundaries;
- Capacity to communicate effectively with creditors and vendors to negotiate bills and advocate for discounts, extended payment schedules, or write-offs.
- Highly developed interpersonal skills and supervisory aptitude;
- Ability to work with diverse populations;
- Capability to be successful in highly stressful and emotionally charged situations;
- Ability to work effectively with minimal direct supervision.
- **Background Checks**: This position requires applicants to submit to and pass background checks. Findings may disqualify an individual for this position.

I have read, understand, and agree to the Disaster Case Management Supervisor responsibilities and standards for this position.

_____	_____
Employee/Volunteer Printed Name	Agency/Organizational Affiliation
_____	_____
Employee/Volunteer Signature	Date

DISASTER CASE MANAGER POSITION DESCRIPTION

General Description: Disaster Case Management can be defined as "A time-limited process by which a skilled helper (Disaster Case Manager) partners with a disaster-affected individual or household (Client) in order to plan for and achieve realistic goals for recovery following a disaster."[1]

Disaster Case Managers (DCMs) are recovery partners, advocates, conduits of information, builders of morale, and channels of hope. A DCM's chief task is to work with survivors over the long-term to create and implement a recovery plan-a comprehensive tool that facilitates an in-depth assessment of unmet needs in order to determine which are disaster-related and examines resources to meet these needs in order to plan for and achieve full recovery. An unmet need is not a pre-disaster condition or an ongoing social issue and should be identified by the survivor, verified by the case manager, and agreed upon as a legitimate necessity by the recovery organization. DCMs report to the Case Management Supervisor.

Effective case management in a large disaster requires a full or part-time commitment over a period of at least 18 to 24 months, depending upon the size and scope of the disaster. DCMs report to a Disaster Case Management Supervisor either locally or at the regional/state level. A DCM's attitude toward clients, knowledge of community resources, and ability to think critically in order to creatively solve complex problems are the keys to a successful recovery operation.

Duties:

- Assist clients in the development of a recovery plan by jointly reviewing assistance received, identifying unmet needs, and determining possible sources for any gaps in resources;
- Prioritize cases based on level and urgency of needs and set objectives, consulting with Case Management Supervisor when necessary;
- Make contact with survivors as soon as case is assigned by Case Management Supervisor;
- Secure and maintain appropriate releases of information for each client;
- Provide disaster and non-disaster information and referral services, assist clients in understanding available resources, refer clients to resources, facilitate client connection with resources, and track participation in these resources;
- Follow up with other agencies to assure that assistance commitments have been met;
- Manage client expectations;
- Remain in contact with clients until disaster-related needs are met and/or the case is closed;
- Network with service agencies to stay informed about services and resources - know what's going on and who is doing what;
- Record resources and services received for each case and provide timely and correct statistical data and reports;

[1] National Voluntary Organizations Active in Disaster (NVOAD), Long-Term Recovery Manual, 2012, p. 17.

- Report gaps in services/resources to Case Management Supervisor:
- Assist clients in applying for and receiving public and privatebenefits;
- Take time for closure with survivors if determined that the case should be closed or referred;
- Meet with immediate supervisor weekly and actively participate in weekly DCM group meetings;
- Present cases to the Long-Term Recovery Committee, when appropriate;
- Maintain accurate, up-to-date, complete, and organized client records–both electronic and paper-based–and maintain client confidentiality;
- Keep detailed records of every case, every home visit, every referral, and every contact with the client and resources on client's behalf;
- Maintain confidentiality at all times and comply/enforce proper client boundaries;
- Maintain positive work atmosphere by acting and communicating in a manner that fosters good relationships with clients, co-workers and supervisors. This includes, but is not limited to, such actions as: resolution of conflicts in a professional manner; courteous treatment of staff, visitors and clients; respect of others property and person; and professional and appropriate communication to and about clients, co-workers, and supervisors;
- Assist the Case Management Supervisor as needed;
- Participate in Colorado Disaster Case Management Training and professional development activities;
- Other tasks as assigned.

Qualifications:

Bachelor's Degree, preferably in social work or equivalent human service related field, with at least one year of related work experience. The equivalent of a High School Diploma with four years of case management experience may be accepted in lieu of a degree. Previous disaster experience is preferred.

Additional qualifications are as follows:

- Comprehensive knowledge of existing community social services and referrals;
- Excellent critical thinking skills;
- Outstanding verbal and written communication skills;
- Well-defined understanding of active listening;
- Experience and willingness to work in a fast paced, human services environment;
- Exceptional record-keeping ability and time management skills;
- Ability to thoroughly document conversations and actions regarding case management;
- Ability to communicate effectively with creditors and vendors to negotiate bills and advocate for discounts, extended payment schedules, or write offs;
- Highly developed interpersonal skills;
- Demonstrates ability to maintain appropriate professional boundaries;
- Ability to work with diverse populations.

- **Background Checks**: This position requires applicants to submit to and pass background checks. Findings may disqualify an individual for this position.

Desired Personal Characteristics of a Disaster Case Manager:

- Capacity for empathy and a genuine like for people and concern for their welfare;
- Respect for the beliefs of others;
- Respect of and an appreciation for cultural, racial, and social differences;
- An empathetic and effective listener;
- Patient with people and circumstances;
- Flexible;
- Supportive and non-critical of other agencies, fellow workers, or clients;
- An outgoing personality and a good attitude;
- Able to persevere through adversity;
- Able to put personal goals behind those of others in need;
- Creative and resourceful;
- Observant and objective;
- Respectful of the privacy of others;
- Able to respect and maintain confidentiality;
- Able and willing to take direction and constructive criticism;
- Enjoy problem solving;
- Skillful in coping with stress;
- Realistic;
- Enjoy detail work;
- Able to work effectively with minimal direct supervision.

NOTE: In order to avoid a conflict of interest or risk of re-traumatization, it is not recommended for an individual to serve as a DCM in a disaster recovery operation if he/she was affected by the same event. However, this individual may be well-suited for DCM work in the wake of a future event.

I have read, understand, and agree to the Disaster Case Manager responsibilities and standards for this position.

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Employee/Volunteer Printed Name Agency/Organizational Affiliation

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Employee/Volunteer Signature Date

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LONG-TERM RECOVERY CONSTRUCTION MANAGER POSITION DESCRIPTION

General Description: The Construction Manager works in collaboration with the Long-Term Recovery Coordinator, Case Management Supervisor, Disaster Case Managers, and volunteers to assist in a community's recovery from a disaster by coordinating the repair and/or rebuilding of survivors' homes to safe, sanitary, secure, and functional conditions, ensuring that all construction work remains within the guidelines and expectations of the LTRC. This position reports to the Long-Term Recovery Coordinator.

Duties:

- Ensure that each repair/rebuild project includes a clear and detailed scope of work and that each homeowner has agreed to, understands, and has signed the scope of work. Construction repairs may be completed only upon written consent of the client;
- Secure all components needed to complete home repair/rebuild projects including timely acquisition of materials, equipment and tools;
- Supervise the work of all volunteers and contractors in order to ensure safety, quality workmanship, and high morale;
- Assist disaster survivors in home repair, providing guidance, supervision, technical advice and expertise;
- Coordinate the efforts of volunteers, contractors, and inspectors in order to complete the project in a timely manner;
- Orient volunteers to project expectations and assign specific tasks according to their skills and abilities;
- Collaborate with the Volunteer Coordinator with volunteer recruitment by providing information regarding skills necessary to complete current projects;
- Maintain accurate records of construction progress and financial accounts for each project, providing information to DCMs and the LTRC upon request;
- Complete all essential documentation and reports, including home repair agreements;
- Manage and control building funds, tools, and equipment;
- Maintain an organized tool and/or material storage area;
- Demonstrate and teach construction skills and techniques to volunteers and disaster survivors;
- Conduct project inspections and provide estimates for labor and materials as necessary;
- Ensure that repairs and rebuilds are conducted, at a minimum, in accordance with the International Residential Code and local building codes, with local codes prevailing if there is a discrepancy between the two. The LTRC aspires to the highest workmanship feasible[2];
- Encourage the LTRC to build a more disaster-resilient community by repairing and rebuilding above and beyond the International Residential Code and local codes, utilizing

[2]For more information see http://www.iccsafe.org/

energy efficient materials and building practices[3], and undertaking mitigation practices whenever possible in order to minimize risk of future disasters[4].

- Ensure that skilled construction person(s) are available to supervise all volunteer work and are provided the opportunity to offer guidance throughout the long-term recovery process;
- Ensure that local character of the impacted community and cultural norms are respected as they pertain to the repairing and rebuilding of survivors' homes.

Qualifications:

- Minimum 5 years' experience in general construction;
- Basic knowledge in plumbing, electrical and HVAC;
- Working knowledge of local and International Building Code;
- Moderate computer skills;
- Experience supervising construction projects;
- Well-developed problem solving skills and demonstrable experience;
- Experience estimating entire construction projects;
- Ability to work with diverse populations;
- Other duties as assigned.

I have read, understand, and agree to the Construction Manager responsibilities and standards for this position.

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Employee/Volunteer Printed Name	Agency/Organizational Affiliation
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Employee/Volunteer Signature	Date

[3]For more information see Southface http://www.southface.org/, The Energy & Environmental Building Alliance http://www.eeba.org/ and the U.S. Department of Energy http://www1.eere.energy.gov/buildings/residential/

[4]For more information see FEMA's Mitigation Best Practices (http://www.fema.gov/plan/prevent/bestpractices/ index.shtm); the Federal Alliance for Safe Home http://www.flash.org/; http://www.ada.gov/

LONG-TERM RECOVERY CONSTRUCTION ESTIMATOR POSITION DESCRIPTION

General Description: The Construction Estimator works in collaboration with the Construction Manager and Disaster Case Managers to assist in a community's recovery from a disaster by conducting repair and rebuild project assessments and creating scopes of work and cost estimates to ensure that survivors' homes are repaired and/or rebuilt to safe, sanitary, secure, and functional conditions. The Construction Estimator may also accompany Disaster Case Managers on home visits in order to conduct initial damage assessments. This position reports to the Construction Manager.

Duties:

- Complete necessary assessments, detailed scopes of work, and itemized project estimates for all repair and rebuild projects;
- Complete and explain a statement of understanding (i.e. homeowner's repair agreement/scope of work) with each homeowner that clearly defines all repairs that will be completed and the homeowner's responsibilities for the project;
- Develop solid working relationships with appropriate building inspectors and maintain an excellent working knowledge of standard codes and construction techniques;
- Cultivate effective relationships with partner agencies, inspectors, vendors, and the community;
- Complete necessary reports to Construction Manager and/or Disaster Case Managers/Case Management Supervisor;
- Other duties as assigned.

Qualifications:

- Minimum of 5 years' experience in general construction;
- Basic knowledge in plumbing, electric and HVAC;
- Basic knowledge of the International Building Code;
- Moderate computer skills; ability to do an itemized estimate;
- Experience in problem solving; ability to work with diverse populations.
- Experience in estimating an entire construction project.

I have read, understand, and agree to the Construction Estimator responsibilities and standards for this position.

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Employee/Volunteer Printed Name Agency/Organizational Affiliation

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Employee/Volunteer Signature Date

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LONG-TERM RECOVERY CONSTRUCTION JOB SITE SUPERVISOR POSITION DESCRIPTION

General Description: The Job Site Supervisor works in collaboration with the Construction Manager, the Disaster Case Manager/Case Management Supervisor, and/or volunteers to assist a community recover from a disaster. The Job Site Supervisor conducts project inspections for needed materials and labor, coordinates the supply of materials, equipment, tools, volunteers, and contractors required for the completion of the home repair/rebuild project. This position reports to the Construction Manager.

Duties:

- Arrange for timely supply of all materials, tools and equipment to the work site;
- Coordinate contractors or other agency repairs as well as volunteers to ensure the project proceeds in a timely manner;
- Assign, supervise, and coordinate on-site training of the volunteer workers in ways that ensure safety, quality workmanship, and high morale on the project site;
- Complete necessary reports to the Construction Manager and/or Disaster Case Manager/Case Management Supervisor;
- Develop working relationships with appropriate building inspectors;
- Call for inspections as necessary to ensure adherence to IBC and local codes; maintain a working knowledge of the International Building Code and construction techniques;
- Discuss the statement of understanding (homeowner's agreement/scope of work) with homeowners, as needed;
- Cultivate effective relationships with partner agencies, inspectors, vendors, and the community.

Qualifications:

- Minimum of 5 years' experience in general construction; basic knowledge in plumbing, electric and HVAC; basic knowledge of the International Building Code;
- Modest computer skills;
- Experience in problem solving; ability to work with diverse populations;
- Skilled in coordinating multiple volunteers with multiple projects.

I have read, understand, and agree to the Construction Job Site Supervisor responsibilities and standards for this position.

_____ _____

Employee/Volunteer Printed Name Agency/Organizational Affiliation

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Employee/Volunteer Signature Date

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LONG-TERM RECOVERY VOLUNTEER COORDINATOR POSITION DESCRIPTION

General Description: The Volunteer Coordinator is the pivotal point of contact for all incoming volunteer teams. Responsible for speaking first to potential volunteers by phone or by email, the Coordinator makes the initial impression. This person must have good communication and organizational skills, and must stay up to date on the work that needs to be done in order to help recruit teams. This position reports to the Long-Term Recovery Coordinator.

Duties:

- Keep detailed records of volunteer activities, liability releases, and hours worked;
- Communicate with volunteer teams and Construction Manager to ensure volunteer skills match the assigned project;
- Arrange for volunteer team accommodations (e.g., lodging, food, transportation) as necessary;
- Maintain a working knowledge of overall recovery process and repair/rebuilding process;
- Act as liaison to other recovery organizations for sharing and receiving volunteers;
- Create a volunteer information packet that includes, but is not limited to, an introduction to the organization and affected community; team preparation and debriefing; health or other site-specific disaster information; volunteer forms (e.g., Skill Sheet, Liability Release, Medical Release), potential lodging; and other necessary information;
- Distribute the volunteer packet to potential volunteers;
- Lead a brief volunteer orientation for each team upon their arrival in the affected community;
- Arrange for team housing, food, and transportation when needed;
- Keep local community updated on volunteer needs and incoming teams;
- Encourage local churches and other community groups to provide for teams (food, lodging, church services, etc.) if possible;
- Keep records on number of teams, number of volunteers, number of hours worked and on which projects. This should be completed in cooperation with the Construction Manager;
- Schedule teams with the Construction Manager to match appropriate sites with team skills;
- Keep current information on construction and volunteer needs;
- Keep LTRC updated on needs and activities of volunteers;
- Post volunteer schedule in a clearly visible area of the office;
- Communicate to teams the location of work sites, directions to sites (as needed by Construction Manager), and local amenities;
- Orient volunteers providing all pertinent information;
- Provide some form of recognition to teams who have served (thank-you note, certificate, appreciation dinner, media event, newspaper article, etc.).

Qualifications:

- Flexibility and ability to multi-task;
- Ability to work in a high-speed, potentially stressful environment;

- Excellent written and verbal communication and interpersonal skills;
- Well-developed logistical skills;
- Exceptional organizational skills;
- Working knowledge of data collection and management software, such as Microsoft Access and Excel;
- Ability to solve problems independently, effectively, and creatively;
- Ability to work effectively with minimal supervision.

I have read, understand, and agree to the Volunteer Coordinator responsibilities and standards for this position.

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Employee/Volunteer Printed Name Agency/Organizational Affiliation

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Employee/Volunteer Signature Date

ANNEX F: EMERGENCY ASSISTANCE

PURPOSE

Immediately following a disaster, most attention is focused on the immediate needs of the disaster survivors. Volunteer organizations provide numerous functions like shelter, feeding, basic medical needs, and mental/behavioral health support, but when the danger passes, people immediately want to start the process of recovery. Some survivors will be faced with cleaning up after a flood, while others may have tornadic property damage; no matter how property is damaged or destroyed, it will be the responsibility of property owners to clean and/or clear their property. For many, this will present a challenge. Many do not have the equipment; others represent a population such as elderly or individuals with access and functional needs. These are the situations that will require assistance from the community. A cadre of trained volunteers is needed to help disaster survivors clean and/or clear their property. In addition; there are many other services that disaster survivors will need, such as immediate case management for emergency needs, information and referral services, emergency minor home repair, legal services, etc. The community as a whole may need broad-based services such as damage assessment or localized information and referral services. The mission of this committee will be to develop a structure for coordinating and developing the following services:

- Information and referral (localized service and state-wide 211) and other community services such as damage assessment or coordination of voluntary agencies (VOLAGS);
- Debris removal (chain saw teams, muck out teams, tear out teams, public assistance debris removal – can be used for in-kind match to Federal assistance);
- Multi-Agency Resource Center (MARC – a one stop shop for survivor assistance);
- Emergency assistance (immediate case management for meeting critical individual and family needs);
- Services to homeowners and others that might include emergency minor home repair or tarping of damaged roofs, etc.

SCOPE

The scope of Emergency Assistance is broad and diverse; as its name implies, the functions, sub-functions and services associated with this committee are largely grouped under response phase activities. As in the majority of VOAD committees, the mission of the Emergency Assistance Committee is applicable in all types of disasters–not just federally declared disasters–ranging from catastrophic to single family fires in some communities. Most disasters are not federally declared. In such non-declared disasters, the local community is likely to have most of the responsibility to assist disaster survivors. Resources can vary greatly across communities. A VOAD maximizes a community's resources and an Emergency Assistance Committee can help coordinate the immediate emergency human services that meet needs of disaster survivors. These services are essential to any survivor and to the community as whole. In Colorado, a network of emergency assistance partners already exist; organizations such as the American Red Cross, The Salvation Army, Colorado Southern Baptist Convention, Convoy of Hope and many others provide relief services during recovery. On a local level, it is important to continuously engage volunteers in trainings, ensuring a prepared cadre of volunteers for emergency events to

assist with the many emergency human services need following a disaster including debris removal, mud-out, muck-out, etc. (all of which must be conducted in a safe manner).

The Emergency Assistance Committee's coordination activities may include:

- Mud-out
- Muck-out
- Debris removal and disposal from private property
- Tear-out
- Chainsaw teams for removal of debris and obstructions
- Demolition and removal of homes
- Health and life safety issues (mold, cleaning solutions, etc.)
- Food replacement (e.g., fresh food, dietary accommodations for individuals with functional needs)
- Temporary short-term housing assistance
- Gas card/transportation pass
- Hygiene kits (e.g., women, children)
- Educational materials
- Legal assistance
- Emergency minor home repair
- Damage assessment services
- Information and referral

Some tasks will require special skills and/or equipment. Volunteers should be recruited that meet the skill level required and equipment can be attained through donation, rental, or acquisition. In addition, procedures dealing with homeowners will need to be developed to address liability issues, insurance, etc.

POTENTIAL PARTNERS

- Faith based organizations (a few examples follow but there are many more):
  - Southern Baptist
  - United Methodist
  - Convoy of Hope
  - Mennonite
  - The Salvation Army
  - Catholic Charities
- Community based organizations
- Colorado Legal Services
- Colorado Voluntary Organizations Active in Disaster
- National Voluntary Organizations Active in Disaster
- University of Colorado Extension
- United Way 2-1-1
- AmeriCorps STL
- Local Emergency Management Agency
- State Emergency Management Agency
- Regional Homeland Security Oversight Committee

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ANNEX G: MASS CARE

PURPOSE

Mass care planning and implementation is the responsibility of the local emergency management director (EMD). The EMD should ensure that a person from the local community is appointed to lead the local mass care preparedness effort. This individual could be a staff person from within local government or partner agencies, or a local volunteer. Typically an individual assigned to this position is given the title of Mass Care Coordinator (MCC). The EMD could work in conjunction with local agencies such as the CO Department of Social Services (DSS), the American Red Cross (Red Cross), the Salvation Army (TSA), the Local Public Health Agency (LPHA), ministerial alliance, etc., to identify an appropriate person for this position. The mission of this committee is to assist the EMD and MCC with identifying, organizing, and increasing local mass care planning and response capabilities within the community.

SCOPE

The VOAD can be a critical part of mass care planning and response. Typically a VOAD would be familiar with local mass care resources, as well as those residents in the community that are properly trained to engage in mass care activities including sheltering, feeding or bulk distribution. The VOAD can assist the EMD and MCC by facilitating mass care planning activities. The EMD, in conjunction with SEMA Area Coordinators, the MCC, local agencies such as DSS, Red Cross, TSA, the LPHA, the ministerial alliance, etc., should come together with an established VOAD in a cooperative effort to identify, organize, and increase local mass care planning and response capabilities. These capabilities include Mass Care Coordination like sheltering, feeding and bulk distribution. If no VOAD exists within the jurisdiction, every effort should be made to establish one. SEMA or the University of Colorado Extension office has trained staff members that can assist with the effort to establish a new VOAD.

The responsibilities given to the MCC would, in a broad sense, include: the identification of available services and resources; identification of resource gaps; development of resources to fill those gaps; ongoing maintenance and exercising of both equipment and human resources; and working in the local Emergency Operations Center (EOC) during emergencies to coordinate local mass care response efforts. The MCC should always work in close consultation with the EMD, and within the parameters of the Local Emergency Operations Plan (LEOP). At the local level, the MCC would continue efforts in the development of strategic partner relationships with state and local agencies; faith-based, civic, and voluntary organizations; local business and vendor communities; private industry and service organizations; and all other available resources to optimize support during a mass care response operation. The MCC would maintain current rosters of resources and support agencies, and conduct regular community awareness campaigns for involvement of citizens and organizations on the local level to benefit the general population and improve response to the entire community. The Red Cross and TSA are key agencies in the state of Colorado for purposes of mass care planning and response. If the Red Cross or TSA is not active in the community, the MCC should actively recruit and encourage enthusiastic community leaders or citizens groups to affiliate with the regional Red Cross chapter or TSA, with the goal of developing a local Red Cross and TSA contact and trained personnel. The MCC should also work in concert with regional mass care coordinators, if applicable.

Mass Care operations are conducted during all phases of emergency management–mitigation, preparedness, response and recovery. The MCC might coordinate activities such as the following:

- Educating the community on how best to shelter-in-place;
- Educating residents on how to be prepared to stay in a shelter;
- Assisting local organizations with mass care training needs;
- Identifying local shelters and procuring MOUs for their use;
- Mobilizing/demobilizing shelters, feeding kitchens, and equipment;
- Planning, training, exercising, and resourcing mass care staff and organizations;
- Assisting with procurement of supplies for shelters and feeding;
- Assisting Long-Term Recovery Committees (LTRC) with ensuring that shelter residents have housing once shelters are closed.

The MCC should always work closely with the local EMD and in conjunction with the local VOAD. If no VOAD exists, the MCC should be part of the effort to develop such a group. It is recommended that a local Mass Care Committee (MCOM) be formed from the local VOAD, and/or from interested local citizens, and comprised of organizations/individuals with a strong interest in community mass care. The MCOM would be tasked with assisting the MCC with recruitment and development of mass care partners and participants, the establishment of mass care programs, and the oversight of the following five sub-committees:

- Shelter
- Feeding
- Bulk distribution
- Access and Functional Needs
- Pet sheltering

Following are brief synopses of mass care and other human services functions, and the possible role that the MCC could play in those functions.

Shelter

Ideally, the MCC would continue the practice of having local groups partner with Red Cross to provide shelter functions whenever possible. The Red Cross has special courses, training, resources, survey forms, etc., to assist with this process. It would also be beneficial to expand the relationship with TSA for additional sheltering capacity. Local groups and faith-based organizations should be encouraged to commit to a mass care sheltering ministry and receive proper Red Cross training. Shelter facilities should be identified and evaluated based upon Red Cross standards (including ADA standards), and assessed for structural resistance to earthquake forces if in an area potentially affected by the New Madrid Seismic Zone. A shelter agreement or Memorandum of Understanding (MOU) should be signed for each shelter so that the shelter can be quickly opened when needed. Population centers, vehicular access, feeding capabilities, access by the disabled, and proximity to pet shelters should all be considered when selecting and opening shelters. During emergency response, the MCC would assist agencies that

operate shelters with finding supplies and equipment needed, as well as maintaining and distributing shelter population statistics for the EMD and others that request such information.

Feeding

The MCC would continue the development of partnerships with TSA, Red Cross, food banks, and local food pantries. The MCC should be part of the planning process for feeding needy citizens during an emergency. Local and regional food resources should be identified, as well as local facilities suitable for meal preparation and serving and the appropriate contracts and MOUs necessary to support the feeding plan must be in place. The MCC could encourage local groups and faith-based organizations to make a commitment to emergency/disaster feeding. The Southern Baptist Convention has a nationwide feeding ministry and may provide assistance in emergency feeding operations.

Bulk Distribution

The MCC could assist with local planning efforts in bulk distribution and the search for a local organization to take the lead role in this function. Suitable warehousing facilities and locations/facilities for points of distribution must be determined. Hauling and trucking arrangements/contracts, etc., may be needed to support the bulk distribution process. MOUs and other agreements will need to be established for use of the selected facilities/resources. The Salvation Army, AmeriCorps Colorado, the Colorado Food Bank Association and the Convoy of Hope are key agencies in Colorado that are involved in bulk distribution activities. These agencies can be a source of information and can provide assistance in the effort to find an organization that can take the lead role in bulk distribution at the local level. SEMA can also provide information and training regarding the setup and operation of points of distribution.

Access and Functional Needs

Individuals within a community may have access and/or functional needs. Many individuals will be able to evacuate and seek assistance in a general population shelter. Some individuals may require functional needs support services to maintain a reasonable level of independence within a general population shelter or other emergency support venue. Preparedness initiatives should include representation of the populations, including but not limited to the following populations: children; blind/low vision; deaf or hard of hearing; seniors; individuals with sensory, intellectual, or developmental disabilities; individuals with limited or low English proficiency; individuals using bariatric equipment; individuals who use mobility aids; individuals representing a low socio-economic status; visitors; individuals with chronic medical conditions; individuals with behavioral or mental health concerns; individuals with cultural differences; individuals who are assisted by service animals and/or Personal Assistance Services (PAS), etc.

It is the responsibility of local emergency management to provide an inclusive and integrated atmosphere during mass care operations and throughout the disaster cycle. Appropriate accommodations within a general population shelter may include bariatric equipment, a quiet space, ensuring accessible facilities, communication devices, etc. The VOAD and its partners may assist in meeting the needs of the community. If a community has a Medical Reserve Corps (MRC), it is encouraged to partner with the MRC to ensure all individuals within the community are supported.

Locally, there are many community assets to assist the VOAD and local emergency management with preparing for and responding to disasters that affect individuals with access and functional needs. Examples of these community partners include Centers for Independent Living, local health care organizations, long-term care facilities, community mental health centers, cultural organizations, etc.

Pet Sheltering

In 2006, the federal government enacted the Pets Evacuation and Transportation Act. This law requires State and local Emergency Plans to take into account the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency. The MCC should be part of the local planning process for pet sheltering. Pet sheltering plans should be part of the LEOP, and the MCC should verify that the contracts and agreements necessary to support that plan are in place. Pet shelters must be identified (they are best located in close proximity to shelters for the general population) as well as shelter staffing and veterinary services. The state has assigned the lead role for coordination of pet sheltering to the Humane Society of Colorado (HSCO). Although pet sheltering is a local responsibility, the local jurisdiction can receive preparedness support and advisement in this mission by contacting the HSCO.

The subcommittees would be tasked with concentrating their efforts within the jurisdiction on the specific sub-committee mission.

The MCC would typically be assigned to interface with and coordinate various mass care functions, with the goal of increasing the organization, growth and systemization of those functions. The MCC would concentrate on the core mass care functions of sheltering (general population shelters and pet shelters), feeding, bulk distribution, and EOC mass care response coordination, with additional work to be done on other Emergency Human Services functions as time is available.

EOC Operations

During an emergency or disaster event, the MCC would work in the local EOC, at the request of the EMD, to coordinate all mass care activities in the jurisdiction. The MCC would provide the EMD, as well as state mass care agencies, with the necessary situational awareness of mass care issues in the jurisdiction. The MCC would assist with finding the supplies, equipment, manpower, etc. necessary for the operation of sheltering, feeding and bulk distribution sites in the jurisdiction. The MCC might also coordinate performing "well checks" of the local populace. Although the work of the VOAD committee emphasizes mitigation, preparedness, and recovery operations, members of the VOAD should also be encouraged to participate in response operations, including working in the Human Services Branch of the EOC Operations Section.

Community Awareness and Community Disaster Education

The MCC could spearhead community awareness campaigns to increase the awareness and involvement of local citizens, organizations and businesses in meeting the emergency and long-term mass care needs of the local populace. An important element of this work is educating the community about how to prepare for disasters. There are abundant resources to assist in this process, including: Ready-in-3 (DHSS); www.Ready.gov; and American Red Cross materials and courses. An important priority for this type of effort is to reach the vulnerable and diverse populations in the community.

Plan Development, Maintenance, and Training

The MCC could assist local emergency management officials with all of the various community emergency/disaster planning efforts, including maintaining and updating the mass care annex of the LEOP. The MCC could also assist with developing MOUs, shelter agreements, contracts, etc., related to the provision of mass care within the jurisdiction. The MCC would participate in exercises having a mass care component. The MCC might assist with providing information on and/or arranging mass care training for local staff, individuals, and organizations through sources such as Red Cross, FEMA, SEMA, DSS and DHSS. The MCC might also assist with developing and maintaining Standard Operating Guidelines (SOGs) that provide instruction for EOC mass care operations and the accessing of volunteers, equipment, and supplies through contracts, vendors, Red Cross, TSA, RHSOC and other resource agencies. The MCC, in conjunction with the EMD, should liaison with the EMDs and MCCs of other jurisdictions in the region for the purposes of mutual aid, sharing of resources, shared equipment purchases, etc., related to the provision of mass care services.

Volunteer Coordination

The MCC, as well as the local VOAD, should ensure that a local organization has been tasked with managing the many volunteers that might result from an emergency event. During an emergency, volunteers must be registered and then affiliated with an organization that is working in response or recovery after an event. A facility/location for this activity, with suitable vehicular ingress/egress must be selected. The state Donations and Volunteer Coordination Team (DVCT), SEMA, and other partner agencies can provide technical assistance.

Donations Management

An emergency event will oftentimes result in a flood of donated goods from a variety of different sources. The MCC should ensure that a storage facility, with ingress/egress capability for large trucks is available for the donations, and vehicles for distribution transportation are delineated. A local organization must be tasked with the donations management process and be trained to accept, off-load, store, and distribute such goods. The state Donations and Volunteer Coordination Team (DVCT), SEMA, and other partner agencies can provide technical assistance.

POTENTIAL PARTNERS

- Local Emergency Management Agency
- SEMA Area Coordinator
- Colorado Department of Social Services
- Colorado State Emergency Management Agency
- Local Public Health Agency
- American Red Cross
- Salvation Army
- Ministerial Alliance
- Centers for Independent Living

Resources

RESOURCES

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APPENDIX 1: MASS CARE
SAMPLE JOB DESCRIPTION

LOCAL MASS CARE COORDINATOR

General Description: The mission of this volunteer or paid position is to build mass care capacity in local communities (city or county) sufficient to meet the needs of a large scale disaster in those communities.

Key Responsibilities:

1. Determine the baseline for current mass care capability in the communities targeted for capacity building and calculate target capacity goals.
2. Work with local emergency management agencies, Community Organizations Active in Disaster (VOAD), faith-based organizations, government agencies and other mass care or emergency human services (EHS) agencies to build mass care capacity sufficient to meet the mass care needs of a large scale disaster.
3. Identify the following potential mass care facilities in the local communities :
    - General Population shelter sites
    - Feeding sites
    - Bulk distribution / Points of distribution (POD) sites
    - Pet shelter sites
4. Develop appropriate Memorandums of Understanding (MOUs) with all facilities
5. Identify and liaison with appropriate faith-based organizations, non-governmental organizations, Citizen Corps elements, state and local government agencies, mass care agencies, pet shelter care agencies, etc., in order to develop a greater human resources capacity (including volunteers) to support mass care operations.
6. Provide on-going presentations to any group or organization interested in volunteering in Mass Care disaster relief efforts. The presentations should include, but are not limited to the following:
    - Identifying the importance of properly affiliating volunteers with appropriate disaster relief agency or organizations;
    - Accomplishing the overall goal of managing, responding, and recovering from an emergency;
    - Developing a large pool of properly trained and equipped volunteers, recruited, trained, equipped, and identified in order to respond effectively;
    - Empowering volunteers to be self-sufficient (know what to expect, how to prepare and how to respond) in a disaster situation and not to be dependent on a federal response.
7. Identify, support and coordinate training courses and seminars for mass care workers to include training in the following:
    - Sheltering
    - Feeding
    - Bulk distribution (POD operations)
    - Functional Needs Support Services
    - Pet sheltering

8. Ensure that the National Shelter System is updated with new information.
9. Support local or regional emergency operations centers (EOCs) during disaster operations and/or ensure that trained and qualified mass care specialists are available to staff the mass care function in the local or regional EOCs.
10. Ensure all MOUs, agreements, plans, resources, etc. are incorporated into local emergency operations plans
11. Work with other emergency human services functions that may include, but are not limited to donations management, volunteer management, multi-agency resource centers, long-term recovery or other functions.
12. Track progress of work toward goals and objectives.
13. Support additional mass care and emergency human services planning as required.

Appointed by: The local lead agency for mass care and/or coalition of emergency management and emergency human services organizations or VOAD.

Supervisor: The director or designee of the local lead agency for mass care.

Coordinates with: Local emergency management**,** American Red Cross, Department of Social Services and other partner organizations (see above section: Key Responsibilities #2)

Length of Appointment: To be determined by the local community.

Time Commitment: Five to forty hours per week. More hours may be required as needed.

Relationships: Internal: The candidate will liaison with mass care agency and emergency management staff

External: The candidate will work closely with the local VOAD, other emergency management agencies, state and local governments, voluntary agencies, community associations, civic groups, not-for-profits agencies, faith-based organizations, professional associations, and SLV VOAD. Maintain working relationship with SEMA, Regional Mass Care Coordinator and Regional Homeland Security Oversight Committee (RHSOC).

Qualifications: The candidate should have the ability to: plan, lead, organize, evaluate, consult, collaborate, coordinate, communicate and cooperate with other agencies and individuals. Excellent written and oral communication skills are required. The candidate must be able to plan and direct efforts of multiple agencies and individuals. The candidate must have very good knowledge of mass care programs and National Incident Management System (NIMS).

Skills and Abilities: The candidate should have the following demonstrated ability and skills:

1. Good written and verbal communication skills.
2. Flexibility and ability to work well under stress and adverse conditions.
3. Ability to establish and maintain productive working relationships with a broad range and variety of individuals, groups, and units.
4. Public Speaking skills, including the ability to create and provide presentations to groups
5. Good negotiation skills
6. Ability to complete assigned tasks in consultation with supervisors.
7. Ability to travel, including evenings, weekends and overnight stays.

Experience: The candidate should have two to three years' experience working with voluntary agencies in mass care and/or have emergency management experiences with an emphasis on emergency human services.

Resource Support: State Mass Care Committee, Regional Mass Care Coordinator, Regional Homeland Security Oversight Committee, SEMA Area Coordinators and SEMA Emergency Human Services

Opportunities: The candidate will attend training courses, meetings, and conferences. The candidate can develop and improve skill and experience in emergency management. The candidate will have the ability to increase liaison skills and knowledge. The candidate will have potential to gain networking contacts and knowledge of many agencies capabilities.

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ANNEX H: SPIRITUAL AND EMOTIONAL CARE

PURPOSE

Emotional and spiritual care has an important role in all phases of a disaster, including short-term response through long-term recovery. Assessing and providing for the spiritual needs of individuals, families and communities can kindle important capacities of hope and resilience. The mission of this committee is to develop strategies and networks to foster emotional and spiritual care to people affected by disasters.

SCOPE

The transition from the emergency relief stage of disaster to long-term recovery can be painful and confusing for a community. Survivors of disaster will naturally and quickly build a view of the community after disaster with reference to the many agencies and organizations that have appeared during the emergency phase to help. Some agencies that specialize in emergency response may have visibly different roles in long-term recovery. Some people who responded initially may not be replaced when they finish their deployments. Disaster response agencies provide important long-term recovery assistance; nevertheless, transformation to long-term recovery in the community may be accompanied by feelings of abandonment. This is an especially important time for emotional and spiritual care providers to attend to such feelings.

While a disaster may have initially evoked feelings of rage, dismay, and shock, the transition to long-term recovery may involve feelings of exhaustion, confusion and despair. Spiritual care providers will care for individuals, families and the community in many of the same ways in the long-term stage as in the emergency phase, but with attention to the transforming feelings. Some key spiritual and emotional care activities that may focus the needs of this stage include:

- Offer training for clergy and emotional care providers in the affected community;
- Coordinate the orderly application of emotional and spiritual care resources to disaster affected communities;
- Develop systems that allow resources to be coordinated in disaster affected communities;
- Implement the National VOAD doctrine for emotional and spiritual care and promote the points of consensus.

Most people will return to their pre-existing level of pre-disaster functioning without any mental health assistance or services after a disaster event. People with mental health disorders or disabilities, substance abuse problems, people in recovery, the senior population, people with developmental disabilities, people who have experienced prior trauma and others who may be at high risk due to circumstances may require specialized support to prevent long-term adverse effects from a disaster event.

People may experience a range of spiritual reactions including:

- Feeling distant from God
- Withdrawal from the place of worship
- Uncharacteristic involvement with the place of worship
- Sudden turn toward God
- Familiar faith practices seem empty
- Sense of isolation
- Loss of meaning and purpose
- Questioning of one's basic beliefs
- Believing God is not in control, is powerless, or does not care
- Anger at clergy
- Belief that we have failed God
- Belief that the disaster is the beginning of the end of the world

People may experience a range of reactions including:

Cognitive	Emotional	Physical	Behavioral
• poor concentration • confusion • disorientation • indecisiveness • shortened attention span • memory loss • unwanted memories • difficulty making decisions	• shock • numbness • feeling overwhelmed • depression • feeling lost • fear of harm to self and/or loved ones • feeling nothing • feeling abandoned • uncertainty of feelings • volatile emotions	• nausea • lightheadedness • dizziness • gastro-intestinal problems • rapid heart rate • tremors • headaches • grinding of teeth • fatigue • poor sleep • pain • hyper-arousal • jumpiness	• suspicion • irritability • arguments with friends and loved ones • withdrawal • excessive silence • inappropriate humor • increased/de-creased eating • change in sexual desire or functioning • increased smoking • increased substance use or abuse

POTENTIAL PARNTERS

- Behavioral Health Providers
- Community Mental Health Centers
- Ministerial Alliance
- Chaplain Corps
- American Red Cross
- Colorado United Methodist Disaster Response
- Colorado Southern Baptist Convention Disaster Relief
- Higher education resources (universities, colleges, seminaries, etc.)

RESOURCES