A DISASTER RESILIENCE STANDARD FOR COMMUNITY- AND FAITH-BASED SERVICE PROVIDERS

Version 1.0

Prepared by

Fritz Institute
San Francisco, California

In Collaboration with

CaliforniaVolunteers
Office of the Governor
State of California

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Background

In 2006, several philanthropies[1] in the San Francisco Bay Region requested that Fritz Institute develop a training and development process that would eventually result in a collaboratively developed, consensus standard that could be used to measure and improve the disaster resilience of community- and faith-based organizations that are direct service providers (hereafter CBOs).   Although emergency management and business continuity standards developed by the Emergency Management Accreditation Program (EMAP)[2], the International Standards Organization (ISO), and the National Fire Protection Association (NFPA) apply reasonably well to government agencies or large business entities, these standards do not establish realistic performance expectations or benchmarks for the CBO sector. During 2007 and 2008, Fritz Institute, through its research and the Disaster Resilient Organization (DRO) pilot program, developed conceptual standards and metrics as a set of milestones for use by 12 CBOs in San Francisco. This work now serves as the basis for the current effort to develop a preparedness standard for CBOs.

This effort parallels recent activity at the federal Department of Homeland Security (DHS) to create a national voluntary private sector accreditation and certification program, as mandated by the 9/11 Commission Act of 2007 (Public Law 110-53). While the 9/11 Act did not specifically reference private-nonprofit organizations or CBOs that provide safety net services to vulnerable and special needs populations, this sector serves as an essential participant in crisis response and recovery operations at the community level. On July 30, 2008, the Federal Emergency Management Agency (FEMA) announced that the American National Standards Institute-American Society of Quality (ANSI-ASQ) would take the lead in this effort.

In 2008, Fritz Institute joined with CaliforniaVolunteers to initiate a series of workshops and collaborative discussions with community-based organizations, government agencies, and philanthropic organizations to refine the DRO milestones into a broadly accepted standard of preparedness and resilience for the CBO sector. The process of seeking input to the standards is not yet complete, but the attached document reflects comments received to date. Fritz Institute and CaliforniaVolunteers

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[1] Walter and Elise Haas Fund, The William and Flora Hewlett Foundation, The San Francisco Foundation, Pacific Gas & Electric Corporation Foundation, S. D. Bechtel Jr. Foundation, Chevron, and the Kaiser Permanente Community Benefit Programs
[2] See the Appendix for information on cited references

have participated in discussions with DHS/FEMA on the attributes that would best apply to the unique characteristics of the CBO sector.

Why is a Standard of Preparedness for CBO Service Providers Needed?

One of the most startling observations after the Loma Prieta Earthquake (1989), the Northridge Earthquake (1994), and Hurricane Katrina (2005), and other recent large-scale disasters was the number of CBOs and neighborhood small businesses that could neither sustain their operations, nor serve their clients/customers, through the disruption caused by the disasters.   While there was a high percentage of organizations that had to close their doors, resulting in their clients being left literally "out in the cold," there were also examples of organizations and businesses that survived and performed. Additionally, some CBOs took on post-disaster missions that were markedly different from their pre-disaster day-to-day missions, but for which they were not completely prepared. The better performing organizations followed certain best practices that enabled them to continue to serve their communities, and these best practices can change the outcome of how small businesses and CBOs respond to and recover from disruptions, thus making these agencies more resilient.

A preparedness standard, in a sense, represents a collection of performance metrics and best practices that enable sustained agency service delivery, and that prove to be acceptable to service providers, public and private funding agencies, and the community at-large. The term "standards" is oftentimes incorrectly considered synonymous with "guidelines" and "best practices." *Standards* are what is expected to be achieved, while *guidelines* are non-binding tools to help an organization implement the standards, and *best practices* are examples of how other organizations have addressed a component of a standard. For the purpose of the disaster preparedness standard development process being used by Fritz Institute, the term "standard" will be used to describe the activities and actions that are to be accomplished that will indicate the capacity of organizations to respond to disasters and to recover -- defining "disaster resilient organizations."

Most of the attributes of resilient agencies are simple and straight forward. They reflect the qualities of strategic planning that identify what the impact of a disaster would be on the organization and the clients served by that organization. Planning and resources can then be focused on core, critical services and developing the means

of providing those services through disruptions that affect staff, facilities, and supply chains. These attributes, derived from social science research, assessments of disaster response by CBOs, and the Fritz Institute BayPrep DRO pilot program in San Francisco, were incorporated into the "strawman standard" that was presented and critiqued at a constituent workshop in San Francisco in February 2009.

February 2009 Constituent Workshop

On February 18 and 19, 2009, Fritz Institute joined with CaliforniaVolunteers to convene a workshop and collaborative discussion with CBOs and other nonprofit organizations, government agencies, and philanthropic organizations to refine the DRO milestones into a broadly accepted standard of preparedness and resilience for the CBO sector. This workshop represented the first formal step in a continuing collaborative effort by stakeholders to define meaningful and achievable objectives for increased disaster resilience and service capacity in the CBO sector.

The workshop provided key stakeholders a forum to provide input and seek consensus on a performance standard and continuity of operations planning tool for use by CBOs. Conveners sought the following outcomes from the workshop:
- A consensus on the elements of a proposed draft Standard with indicators of success, and suggested documentation of compliance;
- Formulation of recommendations for compliance assessment, certification, and dissemination within the government, CBO, and funder sectors; and,
- Recommendations for a CBO planning model to gain successful application and implementation of continuity of operations planning.

The more than 80 participants represented a broad spectrum of local, state, and national stakeholders including all levels of government, researchers, nongovernmental organizations engaged in disaster operations, CBOs, and philanthropic organizations.

This version of the CBO Preparedness Standard seeks to incorporate comments and observations contributed in the February workshop along with additional reviews provided by stakeholders in workshops in San Francisco and Santa Clara counties in May and June 2009.

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Version 1.0

June 2009

Publication Note

A Disaster Resilience Standard for Community – and Faith-Based Service Providers is designed as a tool for continuous improvement as part of a voluntary process to apply best practices to increase the capacity of community – and faith based organizations to fulfill their mission to provide services to their clients during and after emergencies and disasters. Fritz Institute makes no representation or guarantee as to the efficacy of any program as a result of use of or compliance with the standards contained herein. Fritz Institute makes no guaranty or warranty as to the completeness of information in this document, and Fritz Institute expressly disclaims liability for any personal injury or damages of any nature resulting from the publication, use of, or reliance on this document.

Acknowledgments

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Section 1:   Overview

1.1 Scope

>   The Disaster Resilience Standard for CBO Service Providers
>   proposes a set of criteria applicable to assessing the level of
>   preparedness and post-disaster resilience of CBOs providing
>   "safety net" services to those with functional needs and disabilities.

1.2 Purpose

>   This Standard provides guidance to CBO managers who will be
>   responsible for the implementation of emergency preparedness
>   and response plans and management of the sustained service
>   delivery during emergencies. The Standard is voluntary, but should,
>   nevertheless, serve as a target for building organization capacity
>   and resilience. As each CBO is a unique organization, with
>   missions that vary with the constituency they serve and the
>   resources available, it is expected that there will be variation in the
>   interpretation and application of the Standard.

1.3 Application

>   This Standard is voluntary and intended to be appropriate for use
>   by nonprofit CBOs providing essential safety net services to those
>   with functional needs and disabilities. Other CBOs or non-profits
>   may also find some or all of the Standard useful in improving their
>   preparedness for, response to, and recovery from an emergency or
>   disaster.

Section 2:   Definitions

2.1 Unless defined below, language appearing in the document will have its customary meaning.

2.2.1   **Agency Emergency Plan (AEP)**. A combination of emergency response, recovery and continuity of operations plans that focus on restoration of short-term operations, delivery of services, and recovery of vital records (See 2.2.8 below).

2.2.2   **Best Practice**. Examples of how other organizations have addressed a component of a Standard.

2.2.3   **Business Continuity Plan (BCP)**. A Business Continuity Plan identifies procedures for sustaining essential business operations and ensuring the timely and orderly resumption of an organization's business, with minimal or no interruption to essential business or service operations

2.2.4   **Community-Based Organizations**. A private nonprofit organization which is representative of a community or significant segments of a community and provides social services to local clients, helping members of an identifiable group obtain basic human services.

2.2.5   **Continuity of Operations**. Capability to continue essential functions and to preserve essential facilities, equipment, and records across a broad range of potential emergencies.

2.2.6   **Disaster**. A severe or prolonged incident which threatens life, property, environment or critical systems.

2.2.7   **Disaster Mission Statement**. A statement of who the organization will provide services to and what services will be delivered if a

disaster or emergency disrupts the ability of the organization to provide normal services or causes a disaster-related increase in demand for services.

2.2.8 **Disaster Operations Plan.** As used in this Standard, a Disaster Operations Plan will include elements of an Emergency Response Plan, a Continuity of Operations Plan, and a Recovery Plan. It may also be referred to as an "Agency Emergency Plan."

2.2.9 **Disaster Resilience.** The ability of an organization to rebound and recover from damage or disruption of services. It is a combination of structure, organization, personnel, and supply chain disaster capacity.

2.2.10 **Emergency.** An incident, natural or human caused, that requires responsive actions to protect life, property, environment, or critical systems.

2.2.11 **Essential Functions.** The critical activities performed by organizations especially after a disruption of normal activities.

2.2.12 **Essential Services.** Services that are generally viewed as necessary to a basic standard of living and the general welfare of society.

2.2.13 **Evacuation/Life Safety Plan.** A plan defining a rapid and safe way to move every person within a facility out of danger to a place of safety, initiation of immediate life saving/medical operations, and notifying/requesting assistance from local emergency response organizations.

2.2.14 **Faith-Based Organizations.** Generally, an organization philanthropic in nature, and aligned with one of the world's major religions, that provides services to members or the broader community; faith-based is used to distinguish these organizations from government, public, or private secular organizations.

2.2.15   **Functional Needs Population** or **Special Needs Population** as defined by the Department of Homeland Security National Response Framework (NRF), using a function-based approach for planning and seeks to establish a flexible framework that addresses a broad set of common function-based needs irrespective of specific diagnosis, statuses, or labels (e.g., children, the elderly, transportation disadvantaged). This function-based definition reflects the <u>capabilities of the individual</u>, not the condition or label. Organizations that choose to align their language to the NRF definition will improve inter-government communication during an incident. The definition of "special needs populations" as it appears in the NRF is as follows: Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence; communication; transportation; supervision; and, medical care.

Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency; who are non-English speaking; or who are transportation disadvantaged.

2.2.16   **Guideline**. Non-binding tools to help an organization implement the Standards.

2.2.17   **Hazard**. Something that has the potential to be the primary cause of an occurrence that requires response action by the organization.

2.2.18   **Impact**. Short- or long-term change resulting from an activity.

2.2.19   **Mitigation**. The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of a disaster. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards.

2.2.20   **Mutual Aid Agreements.** A prearranged agreement between two or more entities to share resources in response to an incident. The term includes cooperative agreements, memoranda of understanding, or other terms commonly used for the sharing of resources.

2.2.21   **Plan.** A proposed or intended method of getting from one set of circumstances to another. A plan is often used to move from the present situation towards the achievement of one or more objectives or goals.

2.2.22   **Preparedness.** Activities, tasks, programs, and systems developed and implemented prior to an emergency that are used to support the prevention of, mitigation of, response to, and recovery from emergencies.

2.2.23   **Procedures.** Detailed description of activities that support implementation of a plan.

2.2.24   **Recovery.** The implementation of prioritized actions required to return an organization's processes and support functions to operational stability following an interruption or disaster. Recovery programs are designed to assist victims and their families, restore institutions to suitable economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services. Recovery actions often extend long after the incident itself.

2.2.25   **Resilience.** The ability of an organization to rebound from the damage and disruption resulting from an emergency or disaster. Organization resilience is a combination of personnel, organization, and facility capacity to resume operations.

2.2.26   **Response.** The immediate and ongoing activities, tasks, programs, and systems to manage the effects of an incident that threatens life,

property, operations, or the environment. The response of an entity to a disaster or other significant event that might impact the entity. Activities, tasks, programs, and systems can include the preservation of life, meeting basic human needs, preserving business operations, and protecting property and the environment. An incident response can include evacuating a facility, initiating a disaster recovery plan, performing damage assessment, and any other measures necessary to bring an entity to a more stable status.

2.2.27   **Standard**. The activities and actions that are to be accomplished that will indicate the capacity of organizations to respond to disasters and to recover; what is expected to be achieved.

2.2.28   **Volunteer Organizations Active in Disasters (VOAD).** National, state and local VOAD organizations provide a forum for planning and knowledge sharing among community and faith based disaster service providers. VOAD is a coalition of nonprofit organizations that respond to disasters as part of their overall mission.

2.2.29   **Vital Records**. Electronic and hardcopy documents, references, and records that are needed to support essential functions during a continuity situation.

Section 3: Standard Elements

The following nine elements of the Disaster Resilience Standard have been identified as the core capacities that enable successful response and sustained operations of nongovernment service providers. They are listed in the order that they would be undertaken in a preparedness process, and reflect the content of both the research findings on organizations that have successfully resumed operations after emergencies, as well as the process that was implemented in the Disaster Resilient Organization (DRO) program in the San Francisco Bay Region. The initial step is for an organization to define its disaster mission.   The second step is the identification of the threats and hazards that would disrupt an organization's operations. The sequence of elements continues with a focus on determining the needs of the organization in order to fulfill its mission, and the planning, training, and organizational tools necessary to adapt to the potential threats.

Each Standard element is organized into three parts: a statement of the proposed Standard language, a statement of intent, which is a description of how this Standard element will improve disaster preparedness or resilience, and examples of how aspects of the element can be achieved. The latter two parts represent guidelines and best practices which inform the Standard but are not technically part of the Standard for purposes of its evaluation. Future efforts to deploy and improve the Standard will include expansion of these latter two elements in guidance documents.

Element 3.1: Mission Statement

3.1.1 Proposed Standard The organization has defined its Disaster Mission and it is embraced by the organization leadership.

3.1.2 Intent When your community experiences a disaster that disrupts communications, power, transportation, and your facilities, you may not be able to immediately contact your staff, volunteers, or clients. Your organization may have to focus its capacity on limited services, to more clients, or close your doors.

As the event is occurring, it may not be possible to bring together critical policy making personnel to determine the ability of the organization to operate or to make decisions on what role your organization can and should play. A pre-defined disaster mission will guide strategic decisions on response to the crisis and provide guidance in adapting your organizations activities in response to the disaster.

3.1.3 Examples **3.1.3.1** A Disaster Mission Statement will define the critical first steps in response by all staff.

3.1.3.2 A Disaster Mission Statement will define the disaster vision of the organization and the disaster mission (who they will serve, what they will deliver) that has been identified by the Management Team

3.1.3.3 The Disaster Mission Statement will become the basis for development of disaster operations planning to reestablish service delivery, preserve vital records, and reestablish full operations.

Sample Disaster Mission Statement 1
Ensure safety and status of stall, volunteers, and clients on-site
Ensure Clients in residential programs are safe
Treat and/or refer people with emergency medical needs
Establish a temporary communications and assistance center for referral of clients, volunteers, donors, and others
Establish food program as soon as possible

Sample Disaster Mission Statement 2
Strive to ensure the well being of staff and volunteers
Continue operations and service delivery to the extent possible
Services to be prioritized

Element 3.2: **Hazard and Threat Assessment**

3.2.1 Proposed Standard The organization has identified the hazards and threats it faces and assessed their impacts on the organization's operations.

3.2.2 Intent Awareness of the natural and human-caused threats that can disrupt your organization's operations is the first step in preparing alternative strategies for response and delivering services. Threats can range from power or communication disruptions, to structure fires or transportation disruptions, to earthquakes, or to acts of terrorism.

3.2.3 Examples **3.2.3.1** Assessments contained in your community's Local Hazard Mitigation Plan will provide a context for setting priorities for disaster planning and hazard mitigation. An additional source for hazard assessment information is the Safety Element of your city or county's General Plan.

3.2.3.2 An assessment of your facilities by your fire department, a structural engineer, or an architect, will help to set priorities for a site safety mitigation program and capital planning program to strengthen structures, and help in determining the need for alternate facilities for post disaster operations.

3.2.3.3 Identifying potential hazards and threats in the neighborhoods surrounding your facilities will define the content for employee safety training and define evacuation planning procedures.

3.2.3.4 Local, state, and federal emergency management agencies and associations serving the small business and CBO sectors may have guidelines for conducting a hazard and vulnerability assessment of your facilities and operations.

Element 3.3:   **Disaster Resilient Facilities and Operations**

3.3.1 Proposed Standard   The organization's facility(ies) and operations are disaster resilient and can accommodate the service delivery requirements of the disaster mission.

3.3.2 Intent   An assessment of your facilities by your fire department, and a structural engineer or architect, will help to determine the resilience of existing facilities and aid in setting priorities for a site safety mitigation program and capital planning program to strengthen structures, and help in determining the need for alternate facilities for post disaster operations in response to "resilience objectives."

An assessment of your facilities and organization may determine that operations may be displaced by a fire, flood, earthquake, power or communication outage, or from damage to adjacent structures. Knowledge of your facilities location, age, structure type, and role they plan in delivery of services will help you to understand how damage to those facilities affects your organization's ability to deliver services in a post-disaster environment, and to plan for alternative strategies.

3.3.3 Examples   3.3.3.1 Your organization has determined that they will need to be delivering services within hours of an earthquake. Your Agency Emergency Plan or Disaster Operations Plan is designed to meet the time objective through selection and design of facilities, identification of alternate locations for the provision of services, and training of staff and volunteers on procedures to be implemented to restore services. Where immediate restoration of services is not time critical to the organization's disaster mission, the definition of resilience and corresponding Operations and continuity plans are adjusted accordingly.

3.3.3.2 Your organization has joined with other service providers and plan to collaborate and coordinate service

delivery from shared facilities if one or more organizations are unable to operate

3.3.3.3 Local, state, and federal emergency management agencies, associations serving the small business and CBO sectors, and professional technical and engineering associations may have guidance for mitigation of structural and non-structural hazards at your facility or facilities which could aid in development of your safety mitigation program.

Element 3.4:   **Disaster Operations Plans**

3.4.1 Proposed Standard The organization has a process involving key staff, volunteers, and stakeholders, to develop and maintain a plan or plans that, at a minimum, address life safety, emergency response and recovery, and continuity of operations; enabling the organization to fulfill its disaster mission, and resume essential operations.

The Evacuation/Life Safety Plan addresses the protection and evacuation of staff and clients from facilities (this includes basic fire, security, and evacuation procedures).

The Emergency Response and Recovery Plan addresses restoration of short-term operations to meet the disaster mission and to eventually guide the return of the organization to pre-disaster operations.

The Continuity of Operations Plan (COOP) is to protect vital assets and resume essential functions.

3.4.2 Intent   There are a myriad of disaster plan types, templates, and planning tools that address individual segments of the disaster planning process. Evacuation Plans/Life Safety Plans, required by most jurisdictions under applicable fire codes, address critical immediate disaster response actions necessary to protect occupants (e.g., getting occupants out of the building safely) and notify jurisdictional first responders. Emergency Response Plans typically address immediate efforts to minimize the short-term direct effects of an incident, initiate activities necessary to carry out the organizations disaster mission, and address short-term recovery operational issues. Continuity of Operations Plans (COOPs) and Business Continuity Plans (BCPs) address the reestablishment of critical operations, by focusing on key areas such as leadership and staff, facilities, vital records, and communication and technology. As there is overlap

between many elements of emergency response plans and COOPs, they may be combined into a "Disaster Operations Plan," or an "Agency Emergency Plan."

Plans should also be supported by procedures, checklists, or other "job aids" that will provide detailed instructions to responding personnel on carrying out their roles and responsibilities as outlined in the plans. Other tools -- such as call-out phone trees for key staff and volunteers, contact information for key suppliers, insurance information, and pre-scripted post-disaster messages for clients – also need to be developed. Plans, procedures, and tools also need to be routinely reviewed, revised, and maintained.

3.4.3 Examples

3.4.3.1 Your organization has a building evacuation plan and procedures which addresses reporting emergencies to local responders (e.g., fire reporting, bomb threats, security breaches, etc.) and evacuating the building. Elements of this plan may be required by the local fire code, your "injury and illness prevention program," or your insurance provider. For facilities such as health clinics, this may be required by clinical accreditation standards.

3.4.3.2 Your organization has a written plan to carry out its disaster mission that was developed in conjunction with the organization's stakeholders (including funders, clients, staff, board members, and volunteers).

3.4.3.3 Your organization has a COOP or Business Continuity Plan (BCP) which addresses how it will protect vital resources (including records) and continue/resume essential functions. It may identify alternate service locations if your primary facility is known to be vulnerable to damage. It includes lines of succession and procedures for delegation of authority. It identifies alternate sources of critical supplies and services.

3.4.3.4 Your organization has an Agency Emergency Plan.

Major Elements of the Agency Emergency Plan*

1. Disaster Mission Statement
2. Preparing Staff for Emergencies – Personal preparedness for staff
3. Personnel – Availability of staff after a disaster
4. Volunteers – recruit, manage, and task
5. Meeting Client Needs -- Addressing the basic needs of the people looking for help
6. On-site supplies – Preparedness supplies for staff for 3 days
7. Go-Kit – For evacuation of the facility
8. Facility Preparation – Mitigating your surroundings to minimize damage
9. Signage – Posting signs around the facility
10. Neighborhood Resources – Knowing the local area resources
11. Evacuation and Transportation – Alternate operational sites and transportation methods
12. Communications – Messaging to your staff and clients and methods
13. ICS – Staff assignments and structure in place
14. Financing – Knowledge of assets, limitations and obligations
15. Service Continuation – Ensuring systems are in place to allow emergency recovery operations

* From San Francisco CARD (Community Agencies Responding to Disaster)

3.4.3.5 Your plan outlines a "command structure," such as one based on the Incident Command System (ICS), and assigns roles and responsibilities for carrying out plan steps (how, when, and by whom).

3.4.3.6 Your plan includes primary and alternate procedures for notifying critical staff and key partners. Your plan identifies an "operations center" and primary and alternate locations where services will be delivered.

3.4.3.7 Your plan includes procedures for communicating with local government, including providing situation assessment information.

3.4.3.8 Your plan identifies critical resources and how additional resources are obtained.

3.4.3.9 Your plan is supported by checklists and similar tools.

Element 3.5:   Disaster Specific Agreements

3.5.1 Proposed Standard The organization has identified mutual aid/assistance agreements that are necessary to implement their Emergency Response and Continuity of Operations Plans.

Agreements are in place with partner/peer organizations on sharing resources and facilities.

Agreements or other mechanisms are in place with local governments identifying disaster services to be provided and basis for their implementation and reimbursement.

Agreements are in place with primary and alternate vendors for critical post-disaster goods, services, and facilities.

Agreements or other mechanisms are in place with nongovernment funders for providing gap funding during disasters.

3.5.2 Intent Disasters, by definition, overstress an organization's ability to serve its clients by disrupting supply chains, damaging facilities, limiting communications capability, displacing staff and volunteers, while simultaneously creating increased demand for services and a surge of new clients. Pre-disaster agreements between CBO services providers and their peer organizations, local governments, and other entities can both define need and expectations, as well as result in collaborative approaches to deliver services.

"Mutual aid" is, generally, a system of formalized agreements for "neighbor helping neighbor" during emergency responses. Mutual aid is common among government emergency responders, such as fire and police agencies, but its concepts could apply equally well to assistance among like community organizations and direct service providers. Mutual aid expectations should be

formalized through memorandums of understanding or other agreements and be trained to and exercised.

It is also important that agreements with primary suppliers of goods and services used by the organization be reviewed and, if needed, supplemented to clarify post-disaster expectations and commitments. Alternate suppliers of critical goods and services should also be identified, in case primary vendors are unable to meet the organization's needs. Agreements or, at a minimum, contact information for these alternate suppliers should be maintained.

Having pre-existing agreements between service providers and government agencies is essential to sharing information/intelligence and ensuring collaborative, cooperative and coordinated delivery of services when resources are limited. Reimbursement of disaster related expenses of CBOs is frequently dependent of procedures and agreements that are established before the disruption caused by disasters.

3.5.3 Examples   **3.5.3.1** Local Volunteer Organizations Active in Disasters (VOAD) members have agreed to support each other with mutual aid in the event of a localized disaster impacting only one or two members. This agreement addresses the sharing of staff familiar with emergency response, on-site emergency supplies, and facilities, if needed. The agreement is supported by a letter of agreement and shared notification information.

3.5.3.2 At the statewide meeting of your organization's umbrella organization, a statewide assistance compact was developed. This written agreement with peer organizations is for the provision of mutual aid when requested, including both technical and administrative staff, available supplies, and critical data reporting.

3.5.3.3 Your organization has met with the local emergency manager and appropriate human services department staff to discuss the organization's role during emergencies; this role is reflected in the local jurisdiction's emergency plan.

3.5.3.4 Your organization's agreements with critical suppliers detail post-disaster expectations and procedures for contacting key supplier personnel. Agreements are also in place with other cooperating organizations and secondary suppliers for post disaster support and re-supply if primary suppliers cannot meet all of your organizations needs.

Element 3.6: **Donations and Volunteer Management**

3.6.1 Proposed Standard The organization has procedures in place to solicit donations and utilize volunteers, as necessary, to carry out its Disaster Operations Plan or Agency Emergency Plan.

3.6.2 Intent During an emergency or disaster, volunteers often converge on service providers to provide assistance, and to make financial or supply donations. Volunteers and donations may be indispensable to your organization's capacity to respond to an increased demand for services.

Frequently organizations are overwhelmed by the spontaneous volunteers and donated supplies, and are not able to incorporate volunteers into their operations or are unable to receive, sort, store, use, or dispose of donated goods.

Volunteer Centers and registries are being established to assist organizations to recruit skilled volunteers when needed.

3.6.3 Examples **3.6.3.1** Your organization has determined that in a major emergency, additional skilled volunteers will be needed to deliver services. You have identified your needs and volunteer skills, and communicated with the local Volunteer Center and the corporate community to assist in recruitment.

3.6.3.2 Your organization has a "volunteer management function" as part of your Operations Plan and developed procedures and checklists to facilitate recruitment, intake, "just in time training," and demobilization of volunteers.

3.6.3.3 Your organization does not foresee the need for volunteers or donations of goods and services, but will be seeking financial donations at the time of an emergency. Your organization has developed (internally or in

collaboration with partner service providers and/or community foundations) a post disaster media plan to solicit financial support.

3.6.3.4 Your organization has linked to a local government donations management function.

3.6.3.5 Your organization has a communications strategy to communicate to the public your needs/preferences for donated goods, services, and funds and the use of volunteers.

Element 3.7:   **Training, Exercises, and Continuous Improvement**

3.7.1 Proposed Standard The organization provides initial and refresher training to staff and volunteers in personal preparedness and the Incident Command System, as appropriate to their emergency responsibilities, routinely tests plans, and has a mechanism for revising and updating plans as new best practices are identified.

Designated staff have received first aid and personal preparedness training.

Designated staff have received site safety training allowing them to carry out the organization's Evacuation/Life Safety Plan.

Training is conducted on the Emergency Response Plan/Agency Emergency Plan/Disaster Operations Plan for management, staff, and volunteers with assigned roles in the plan.

Training is provided on the Continuity of Operations Plan (COOP) for management and senior staff, and for staff with assigned roles in the plan.

Plans are regularly tested through drills and exercises.

Plans and procedures are updated based on results from exercises, best practices, and after real events.

The organization conducts general emergency preparedness training for staff, volunteers, and clients.

Designated staff should receive training in the Incident Command System (ICS) and other tools to provide consistent internal organization of emergency operations and facilitate linkage to the government emergency management structure.

3.7.2 Intent   In the emergency management field, learning and developing operational improvement strategies from infrequent events has to be augmented by training, exercises, and assessments of lessons learned in other disasters by other agencies and other communities. Organizations should review and exercise plans and procedures at least annually to maintain staff proficiency and familiarity with procedures. Training should be continuously evaluated to ensure that plans meet organization needs and improved to reflect knowledge gained from other organizations and other disasters. How often training is conducted, who should be trained, and how long training records must be maintained may be referenced in an organization Human Resources policies; other training may be dictated by local or state health or fire policies (such as for staff that handle hazardous materials). "Continuous improvement" is the feedback loop to implement best practices into an agency's plans and procedures, and implies that plans and procedures are in a "continuous state of adjustment, refinement and adaptation to the current environment."

3.7.3 Examples   **3.7.3.1** As part of their orientation, your organization's new staff/volunteers are provided training on basic first aid and use of emergency equipment (such as fire extinguishers), the facility's Evacuation/Life Safety Plan, and the organization's disaster mission.

3.7.3.2 Your organization has a policy that annual training is provided for staff/volunteers with assigned roles in the Evacuation/Life Safety Plan. This training is provided a week before the annual test of the Evacuation/Life Safety Plan in a fire drill, in which all building occupants participate. The plan is updated, as necessary, based on the results of the drill, including participant comments. Concurrent with

the fire drill is testing of the fire extinguishers and refresher training on their use. Other emergency supplies (such as first aid kits) are inventoried and replenished at the same time.

3.7.3.3 Designated staff responsible for liaison with local government emergency management agencies receive recurrent training in ICS and SEMS as part of local government training and exercise programs.

3.7.3.4 In conjunction with your local government's annual emergency preparedness month, your organization's management provides training to board members, staff, and volunteers on the general concepts of the Emergency Response/Agency Emergency Plan/Disaster Operations Plan and the Continuity of Operations Plan and provides initial and refresher position training for all staff and volunteers with roles and responsibilities in the plans.

3.7.3.5 Your organization conducts annual exercises of its Disaster Operations or Agency Emergency Plans, varying the scope and type of the emergency scenario in order to provide participants with exposure to the range of disasters the organization could face.

3.7.3.6 The organization participates in workshops and exercises conducted by local government, if permitted to do so by the local jurisdiction.

3.7.3.7 The organization conducts general preparedness training for staff, volunteers, and clients.

Element 3.8:   **Disaster Education and Communication**

3.8.1 Proposed Standard   The organization provides information about disaster preparedness to its clients, and serves as a source of information to the client community during an emergency or disaster. Information is provided in means and content that is most appropriate to the client community.

3.8.2 Intent   Community- and faith-based organizations frequently serve as a trusted source for information to vulnerable communities, including new immigrants, non-English speakers, the elderly, as well as cultural affinity groups. For non-English speaking communities, CBOs frequently provide culturally appropriate translation services of emergency and disaster information from local governments and the media.

3.8.3 Examples   **3.8.3.1** Your organization provides general disaster information from the American Red Cross or local, state and federal emergency management agencies to your clients, interpreted to be culturally appropriate, locally relevant, and translated where necessary.

3.8.3.2 You provide information to your clients about the post-disaster services they can expect to receive from your organization (i.e., consistent with your disaster mission) and how they may be able to access services and support from other agencies after a disaster. Clients are told how you will communicate with them after a disaster or emergency impacting regular service delivery.

3.8.3.3 At the time of an emergency, your organization should expect to serve as an source of information to a wider cross-section of the functional needs communities you normally serve than you would do on a day-to-day basis.

3.8.3.4 Your organization can provide a community, culture, and non-English language point of information, and partners with local government information and referral services and post disaster information dissemination.

Element 3.9:   **Financial Record Keeping and Reimbursement**

3.9.1 Proposed Standard   The organization has fiscal and administrative procedures in place to support the expeditious request, receipt, management, and application of funds, to ensure the timely delivery of assistance in emergency or disaster situations.

3.9.2 Intent   Disasters may create increased demand for services from current and new clients, while financial resources may be even more limited than usual. Frequently, in the aftermath of large disasters, nonprofit service providers are unable to sustain operations due to the inability to access and/or solicit needed financial resources. For an organization to survive and continue delivering services to its clients, continued access to financial resources needs to be uninterrupted and available.

Under state and federal disaster assistance rules, private nonprofit organizations, including CBOs, may be eligible for financial assistance if an organization provides an essential government service. Some examples of essential government services include educational, medical, custodial care, community centers, rehabilitation facilities, senior citizen centers, shelter workshops, and other health and safety services of a governmental nature. Low-income housing, alcohol and drug rehabilitation, programs for battered spouses, transportation to medical facilities, and food programs are examples of eligible health and safety services.

Government authorities may provide financial assistance for the repair or replacement of damaged facilities, emergency protective measures to prevent damage to a facility or its contents, and for the removal of debris. Operating costs may be eligible for federal and/or state reimbursement, if incurred under an agreement with and billed through an eligible local or state government agency. Operating costs

typically include labor, material, and equipment costs required for assisting disaster victims.

Philanthropic organizations are also developing plans and looking at innovative ways to coordinate funding to assist organizations in restarting and maintaining operations as seamlessly and quickly as possible after disaster strikes.

3.9.3 Examples

3.9.3.1 Your organization should have procedures for expediting fiscal decisions in accordance with established authorization levels and fiscal policies.

3.9.3.2 Your organization should be capable of capturing financial data for future cost recovery, as well as identifying and accessing alternative public and private funding sources and managing specially appropriated funds.

3.9.3.3 Your organization has a financial record keeping system that is able to track and maintain accurate records of events, activities, and expenditures related to disaster work, describing the "who, what, when, where, why, and how much" for each item of disaster-related activity.

3.9.3.4 Your organization has a memorandum of understanding, a written statement, or other formalized agreement specifying a scope of services with a local or state agency, to facilitate reimbursement for eligible operating expenses.

Appendix -- Selected Resources and References

Resources

CaliforniaVolunteers, Office of Governor Arnold Schwarzenegger
www.CaliforniaVolunteers.org
CaliforniaVolunteers is the lead oversight agency for the California Citizen Corps Program, which was created after September 11 to coordinate volunteer activities to make our communities safer, stronger and better prepared to respond to any emergency. CaliforniaVolunteers ensures the coordination of volunteer activities related to disaster response and recovery, including necessary training, equipment, and transportation provisions. CaliforniaVolunteers also manages donations to the state for disaster relief.

The mission of CaliforniaVolunteers is to increase the number and impact of Californians engaged in service and volunteerism. CaliforniaVolunteers administers the AmeriCorps portfolio in California, Citizen Corps, and the Cesar Chavez Day of Service and Learning, developed and maintains the California Volunteer Matching Network on CaliforniaVolunteers.org and guides policy development to support the nonprofit and service fields.

Collaborating Agencies Responding to Disasters – Alameda and Contra Costa County (CARD)
www.preparenow.org; www.cardcanhelp.org; and info@cardcanhelp.org
After the Loma Prieta earthquake (1989) CARD was created to be an advocate for unique needs that vulnerable populations faced during disasters. The mission of CARD is to ensure that the needs of vulnerable people are addressed in emergency preparedness and response to disasters. They provide planning tools, expertise and access to resources to assist those engaged in disaster planning for individuals with special needs including disabled persons whose needs cannot be met in a shelter; non-English speaking populations who might not have access to disaster public information; the elderly with limited mobility or access to emergency supplies; and recent immigrants who may be reluctant to seek help from formal response agencies.

Emergency Management Accreditation Program (EMAP), (2006), "EMAP Standard"
www.emaponline.org

Emergency Management Accreditation Program was initiated in 1997 to develop a standard for emergency management programs and to foster the strengthening of disaster response capabilities at the state, local and tribal level. The EMAP Standard is derived from the National Fire Protection Association (NFPA) 1600, Standard on Disaster/Emergency Management and Business Continuity Programs. EMAP is an independent nonprofit organization that advocates excellence in emergency management by establishing standards that are applied through a peer review and accreditation process.

Fritz Institute
www.fritzinstitute.org
Fritz Institute is a nonprofit organization that works in partnership with governments, nonprofit organizations, and corporations to innovate solutions and facilitate the adoption of best practices for rapid and effective disaster response and recovery.

Fritz Institute was founded in 2001 by Mr. Lynn Fritz, a social entrepreneur and philanthropist, who recognized that effective front-line humanitarian operations must be supported by strong back-room capabilities: effective operational processes, appropriate uses of enabling technologies, well-trained logistics personnel, objective performance metrics, and institutionalized learning across the humanitarian sector.

Fritz Institute BayPrep Program
www.fritzinstitute.org/prgBAPI.htm   jim.turner@fritzinstitute.org
Fritz Institute's BayPrep Program seeks to improve disaster preparedness for community- and faith-based organizations providing services to those with functional needs and disabilities in the San Francisco Bay Area; and ensure that vulnerable communities have been taken into account in disaster planning. BayPrep is a collaboration of Fritz Institute, the American Red Cross, Bay Area; San Francisco CARD; and the Department of Emergency Management of the City and County of San Francisco; with additional participation by the United Way of the Bay Area, and The San Francisco Foundation. Core activities of BayPrep include:

- Assessing and establishing baselines of preparedness for community- and faith-based organizations, who will be called upon to serve the most vulnerable when disaster strikes.
- Developing a cross-sector "community of preparedness" to facilitate collaboration, dissemination of lessons learned, and innovative partnerships

and networks among emergency practitioners from the public, private, nonprofit, and philanthropic sectors, and

- The development of objective, third-party standards of preparedness for a limited set of indicators that are the easiest and least expensive to achieve, but have the greatest associated benefits.

Institute of Business and Home Safety (IBHS)
www.ibhs.org
IBHS is a nonprofit association supported by the insurance and reinsurance industry that advocates for individual and small business preparedness for disasters,. Their mission is to reduce the social and economic effects of natural disasters and other property losses through research and advocacy for better construction practices, improved maintenance and preparedness practices. Their publication, *Open for Business*, provides a template for small business preparedness.

National Fire Protection Association (NFPA) 1600 Standard on Disaster/Emergency Management and business Continuity Programs, 2004 Edition
www.praxion.org/nfpa-1600-2004.htm
NFPA codes, standards, recommended practices and guides are developed through a consensus standards development process approved by the American National Standards Institute. This process brings together representatives of stakeholder viewpoints and interests to achieve a consensus on issues of public safety.

San Francisco Community Agencies Responding to Disaster (SF CARD)
http://www.sfcard.org/   alessa@sfcard.org
Since 1994, SF CARD has provided training and resources to community and faith-based organizations so they can continue to serve their clients after a disaster. They participate with the American Red Cross, the Office of Emergency Management, City and County of San Francisco, the United Way and other nongovernment agencies in supporting community preparedness. Their resources include training and templates for planning and preparedness (Agency Emergency Plans), and they participate as part of San Francisco Coordinated Assistance Network (CAN) and Volunteer Organizations Assisting in Disasters (VOAD).

The Joint Commission [The Joint Commission on Accreditation of Hospitals (JCAH)]
http://www.jointcommission.org

The Joint Commission, established by health care providers, provides standards, accreditation, certification and guidance to service providers, including community clinics. Guidance documents include *Standing Together. An Emergency Planning Guide for America's Communities.*

Seattle King County Public Health Department
http://www.kingcounty.gov/healthservices/health/preparedness/VPAT/tools.aspx
Robin.Pfohman@kingcounty.gov
Seattle King County Public Health Department uses planning templates developed by CARD Alameda County to promote agency preparedness. These materials include: Agency Emergency Plan; Partnering for Strength: MOUs; Prepare Your Organization: 9 Steps; and, for Child Care Health Facilities and Families: Emergency Skills for Kids.

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Open for Business, Institute for Business and Home Safety (IBHS), a guide for small business preparedness that includes an assessment tool that assists a business in determining its susceptibility to disaster. Tool kit includes material on preservation of critical information and development of a continuity plan.
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