New York
Voluntary Organizations
Active in Disaster

COOPERATION | COMMUNICATION | COORDINATION | COLLABORATION

COAD (Community Organizations Active in Disaster)
Manual & Toolkit

www.nyvoad.communityos.org

The National VOAD Movement

National Voluntary Organizations Active in Disaster (NVOAD) is a coalition of more than 100 nonprofit and faith-based organizations involved in disaster response and recovery nationwide (NVOAD, 2014). This movement promotes and is guided by four foundational values: cooperation, communication, coordination and collaboration. Within National VOAD, each organization/denomination has specialized roles in response and recovery; this system encourages coordinated effort in disasters among members nationwide (VAUMC, 2014). It serves to more effectively deliver services to communities affected by disaster and stands to be the recognized non-governmental leader of the disaster preparedness, response, and recovery sector.

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Overview

Voluntary Organizations Active in Disaster (VOADs) are coalitions of community organizations comprising of nonprofit, for-profit organizations, and faith-based organizations that work together to prepare for, respond to, recover from, and mitigate disasters. Rather than providing direct services, VOAD provides a network through which individual organizations who do provide services can help throughout the disaster lifecycle in an efficient manner and with reduced duplication of services (Riverside County VOAD, 2011).

Community Organizations Active in Disaster (COAD) are county-level groups that are organized in direct affiliation with the state VOAD (Missouri SEMA, 2014). COAD can work on recovery and often form the core of a long-term recovery group, but there is a growing awareness of the need for COAD involvement throughout the emergency management cycle.

FEMA's "whole-community" approach acknowledges the critical role of VOADs and COADs, noting that these types of collaborations can leverage existing assets, ensure that recovery efforts meet the actual needs of the community, and make the community more resilient (FEMA, 2011).[1]

Federal, State, County, and municipal organizations are mandated to develop disaster response plans, and to protect life and property. New York State has experienced disasters large and small. From Hurricane Sandy and numerous snowstorms, to active shooter incidents and the Halloween Storms of 2019, communities come together to respond to and recover from these life-changing events. Community organizations play a critical role in the recovery process, supplementing first responders' work.

The VOAD movement is designed to help bring national, state, and local organizations together before the next disaster, and to make it easier to communicate, coordinate, collaborate, and cooperate in the face of a disaster. Voluntary organizations may or may not have a specific disaster-related mission, but nonetheless will be impacted by these events. National and state-level VOADs and local/substate COADs provide a framework for collective work toward an organized disaster response and recovery.

This manual gives community organizations the tools and guidelines needed to start organizing their community into a functional network of members and partners that collaborate to prepare for, respond to and recover from disasters.

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[1] Leveraging Recovery Resources in a Coordinated Manner to Achieve Healthier Post-Disaster Communities, Healthy, Resilient, and Sustainable Communities After Disasters: Strategies, Opportunities, and Planning for Recovery, The National Academies Press, 2015, https://www.nap.edu/read/18996/chapter/8#128, accessed 2019 12 3.

Acknowledgments

Thanks go to the Greater Patchogue COAD, New York Disaster Interfaith Services, New York VOAD (members and board), New Jersey VOAD, Southern California VOAD, the New York Division of Homeland Security and Emergency Services and the Federal Emergency Management Agency for the inspiration and support for this guide.

Introduction

As the state chapter of the National VOAD Movement, New York VOAD presides over the network of local, regional, and national organizations active across all phases of the disaster life cycle in the State of New York. Parallel to National VOAD's member structure, NYVOAD members and partners are expected to review and adhere to disaster activation best practices as outlined in the NYVOAD Toolkit (Appendix A). Following best practices that coordinate mitigation, relief, response, and recovery efforts and reduce duplication of services at the hyperlocal, county, state, and national level. This coordination ensures that we best meet the needs of our communities in times of disaster.

Community Organizations Active in Disaster (COADs) are county chapters of the VOAD Movement. Disaster begin and end at the local level so COADs are often directly involved in county-level efforts throughout the disaster life cycle. In large cities, hyperlocal COADs can represent smaller regions within a county that support and report to county COADs.

When considering best practices, it is of foundational operative importance that COADs at every level recognize the flow of activation of command. Clear and concise communication when disaster strikes will promote orderly activation, prevent duplication of services and self-activations, and ensure prompt coordination of resources.

In case of disaster, your COAD must coordinate with your state VOAD to determine a course of action and the efficient and structured activation of resources.

Communication

Hyperlocal COAD → County COAD → State VOAD
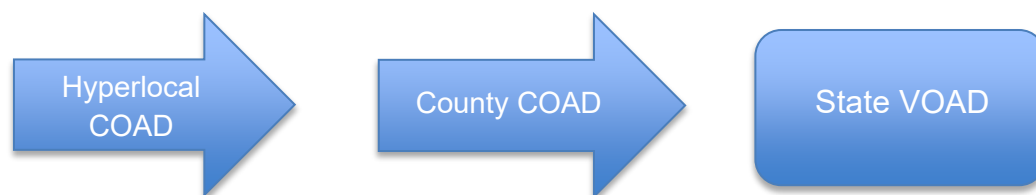
Once the situation has been assessed and if activation is necessary, local, state, and national members and resources can be mobilized and this flow reverses.

Activation, Mobilization, Resources and Services

State VOAD → County COAD → Hyperlocal COAD

Emergencies happen every day. New York's history of significant snowfall, hurricanes, tropical storms and related flooding drives home the importance of preparedness and collaboration. Active cooperatio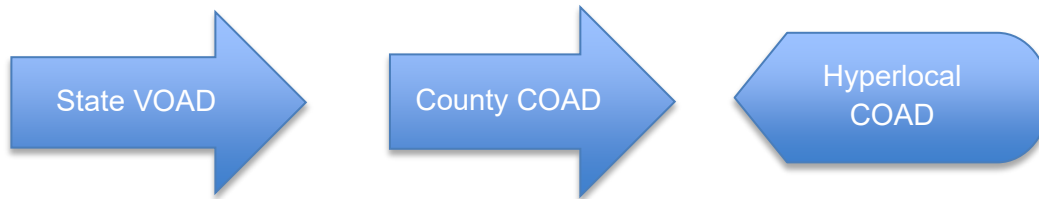n, communication, coordination and collaboration can help a community respond to and recover from the next incident. There is no better time to start preparing for disasters than now.

This guide will help you build connections before crises occur. Collaboration and improved communications help you move from first response to a longer-term recovery. By developing a collective understanding of your community's strengths and vulnerabilities, you'll be prepared to focus on areas of high need.

Use this toolkit to help build your coalition, gain an understanding of your community, and put a plan into action.

A community emergency network is built by identifying a lead agency or group of agencies that wish to come together before the next disaster, or in response to a situation that has occurred. The existing social service agencies, faith organizations, and civic groups may or may not have a disaster-related mission, but all may be impacted by a disaster in your community.

Why Establish a COAD?

When disasters strike, community preparedness and responsiveness is the most important mitigating factor in determining a community's capacity to bounce-back to normal or even better conditions (FEMA, 2011). It is useful to organize a COAD during "blue sky" times, when a disaster is not imminent or underway, to be best prepared for "gray skies", when a disaster strikes. New York VOAD is committed to the formation and strengthening of COADs across New York State.

This document outlines the actions a COAD may take to form, activate, and maintain its network during all phases of a disaster. Joining the movement by convening a group of interested organizations, inviting key stakeholders (New York VOAD, New York Division of Homeland Security and Emergency Services, county emergency manager(s), and local community-based organizations) are the first steps in strengthening your community's disaster preparedness.

Case Study:

The 2019 Halloween storms hit New York State and impacted numerous counties with power outages, flooding, and other damages. Within 24 hours of the storms, at the request of NY DHSES, New York VOAD collected valuable situational awareness information from local COADs, learning that Herkimer and Oneida Counties were both seriously impacted by flooding. The Herkimer-Oneida Organizations Active in Disaster (HOOAD) was activated. HOOAD has a lot of experience with flooding and other emergencies, many of which have impacted housing and social services for hundreds of their residents and were prepared to respond to the crisis facing their communities.

NYVOAD and HOOAD convened daily conference calls to collect information from local agencies and coordinated the activation of national members with local capacity like the United Method Committee on Relief, Operation BBQ, The Southern Baptists, and others to coordinate services resources for those impacted. The initial survey of needs identified mild to catastrophic home damage and included muck-outs, debris removal, and home rebuilds. As a member of New York VOAD, HOOAD could connect with national response/recovery organizations.

This example begins to outline how the Four C's work.

COAD discussions can address the likely natural and human-caused disasters such as:

- Biological events
- Coastal storms
- Earthquakes
- Extreme heat
- Fire
- Flooding
- Hazmat
- Tornadoes
- Utility disruption
- Winter weather[2]

Leveraging available resources for recovery is integral to the work of a COAD. Bringing diverse perspectives and assets to the table, troubleshooting unmet needs, coordinating fundraising and grant-making activities all contribute to the recovery process.

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[2] Excerpt from Community Emergency Planning in NYC A Toolkit for Community Leaders, which also provides a good template for developing an emergency plan; https://www1.nyc.gov/assets/em/downloads/pdf/Toolkit.pdf, accessed 2019 11 15.

The diagram below outlines the types of funding that may be available (depending on the characteristics of the incident) and how they may be used.

Independent Decision Pathways
Paying for Disaster Recovery

Disaster Funding Categories

| $ Economic Development & Training | $ Individual & Family Assistance (FEMA-IA, other) | $ Infrastructure Repair (FEMA-PA, FEMA-406) | $ Housing Funds (Senior, USDA, Public Housing) | $ Congressional Appropriations HUD-CDBG-DR | $ Casualty Insurance Payments | $ Private Donations |

Expenditures

| Assistance to Unemployed Persons | Housing Projects and Temporary Units | Public and Non-profit Facilities Repair & Replacement | Hazard Mitigation & Risk Management | Neighborhood Upgrades, Resilience, and Housing | Downtown and Neighborhood Revitalization, Public Buildings, Business Incentives for Job Creation | School System Rebuilding | Social and Health Services |

How to Get Started

Your first step is to form a steering committee or core group of community members who are interested and willing to commit time and energy to building a collaborative network focused on disaster preparedness and response. These relationships are not exclusive to organizations specialized in disaster response. Participating bodies should cross traditional silos of community agencies and focus around the mutual interest of helping your community prepare for and respond to the next disaster.

Become familiar with the terms and concepts of disaster planning, and the Disaster Cycle. The sections below describe the process of forming a COAD.

The Disaster Cycle

The Four Phases of Emergency Management

Mitigation — Preparedness — Response — Recovery
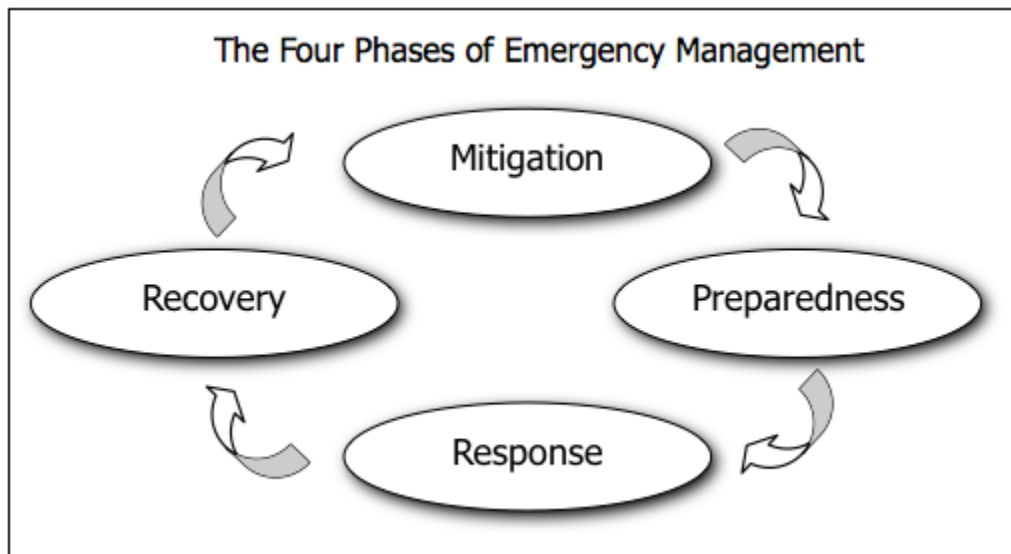
Image credit: FEMA

VOAD/COAD Activities by Phase

VOAD/COADs are active all the time, whether or not there is a disaster. Some may be formed as a disaster is unfolding, but it is generally more effective to establish a COAD before the next disaster hits. The activities in which a COAD will engage will change based on which phase of the disaster cycle is underway.

Mitigation & Preparedness	Relief	Response (Mass Care)	Recovery
- Build capacity, develop member continuity of operations plans. - Strengthen preparedness efforts. - Understand/inventory resources & gaps. - Attend NY DHSES/NY VOAD conference. - Establish fiscal agent & donations mechanism. - Train & conduct exercises.	- Immediate life-saving efforts in the first 48 hours of a disaster. - Often covered by first responders, COADs are not often involved in immediate relief efforts unless member organizations are specifically equipped for this capacity.	- Collect & analyze situation reports. - Coordinate with county emergency operations (or position a rep at EOC). - Emergency Support Function #6 efforts: mass feeding, emergency assistance, medical assistance, housing and human services, etc.	- Transition to longer recovery, generally without a firm end date. - Focused on rebuilds and efforts aimed at building communities back to where they were pre-disaster, or better. - Conduct "hotwash" or evaluation & improvement of overall efforts and structural capacity.

Before An Emergency

Understand Your Community

During "blue sky" times, your COAD can most effectively develop its operating procedures and governance structure. By building your coalition of community members and developing your members' understanding of what types of issues your community faces normally, large-scale coordination during times of disaster can be easier. In any community, public and private organizations are working to reduce homelessness and hunger, improve literacy, develop the economy, and provide other important human services. While not explicitly related to disaster work, being connected to other providers of social services and those with intersectional community awareness can be invaluable when considering your community's needs during blue skies and grey.

The COAD membership works by:

1. Knowing who to bring to the table.
2. Building collective awareness of existing needs and resources.
3. Making connections with others, especially vulnerable populations who would be disproportionately impacted by disasters.

FEMA has described disaster planning as a "Whole Community" process:

The Federal Emergency Management Agency (FEMA) recognizes that it takes all aspects of a community (volunteer, faith and community-based organizations, the private sector, and the public, including survivors themselves) – not just the government – to effectively prepare for, protect against, respond to, recover from, and mitigate against any disaster. It is critical that we work together to enable communities to develop collective, mutually supporting local capabilities to withstand the potential initial impacts of these events, respond quickly, and recover in a way that sustains or improves the community's overall well-being. How communities achieve this collective capacity calls for innovative approaches from across the full spectrum of community actors to expand and enhance existing practices, institutions, and organizations that help make local communities successful every day, under normal conditions, and leverage this social infrastructure to help meet community needs when an incident occurs.

Knowing Who to Work With

If your county or a collective of counties are interested in forming a COAD, reach out to New York VOAD or your State VOAD. State VOADs are connected to all existing and forming COADs in the state. Coordinating efforts with the state can help identify key community stakeholders who have capacity and motivation to start building up your coalition. You can start by connecting with the state office and/or neighboring COAD leadership. There are numerous "regional" groups that cover multiple counties, from 2-1-1 providers, American Red Cross chapters, DOT and economic development regions. Your county Emergency Management Office works with its neighboring counties to provide training and mutual aid.

Key Organizations

Community Based Organizations (CBOs)

Any organization incorporated or otherwise, that is a part of the community should be considered for COAD membership. Often these CBO's include local nonprofits, faith-based organizations, houses of worship, government agencies, and others but should not be limited to any particular industry, region, or faith community. The more inclusive and representative your coalition is of the diversity in race, culture, socio-economic status, faith, occupation, and capacity in your community, the more capable and resilient your COAD, and as a result, your community will be.

NVOAD members

National VOAD's members provide a wide variety of disaster response/relief/recovery services, from radio relay communications to home repair, mucking out, warehousing, and much more. Many are members of New York VOAD and when a disaster is imminent or has occurred, NY VOAD relays needs to the regional representative. Please find a comprehensive list of national members that may have local chapters in your area by visiting the National VOAD website: https://www.nvoad.org/voad-members/national-members/.

Community based organizations provide critical health and human services at the local, regional, state, national, or international level. Many have a particular mission to provide disaster relief, and many are faith-based. While American Red Cross and The Salvation Army have defined, recognized disaster functions, there are certainly many others; the COAD structure provides the means for government agencies to partner with other nonprofits.

County & Municipal Services

All County and Municipal Services have a role in disaster planning, response, recovery, and mitigation. These resources are coordinated through activation of the County Emergency Operations Center as needed. As an incident threatens or unfolds, if "local" resources are insufficient, state and federal resources may be accessed. Your COAD's role in collecting information about conditions and impact is important.

County First Responders

The first people on the scene of an emergency incident are usually law enforcement officers, firefighters, ambulance or EMT paramedics. Their task is to make sure people are safe; they also establish evacuation routes, conduct rescues, and provide medical attention. They know their communities and each other, and their training covers the range of possible (and likely) situations, large and small-scale emergencies.

County Departments

Your counties' services/departments may be represented at the Emergency Operations Center, participate in a special needs task force or disaster planning committee; each has a role to play in serving their clientele. For example, a department of Social Services will have a plan for issuing emergency SNAP benefits while Public Health can coordinate a point of dispense for a health emergency. The Chief Information Office and Information Technology department will perform their responsibilities as well. A COAD serving multiple counties will need to recognize county-specific needs.

Public/Government Services

The "public sector" (government services) comprises agencies at the Federal, State, Tribal, County, or Municipal level.

Public officials follow a specific protocol (National Incident Command System) for responding to incidents. Voluntary agencies, such as those belonging to a COAD, may be integrated into the NICS through cooperative agreements with the relevant government agency.

NY DHSES

New York Department of Homeland Security and Emergency Services is the primary state agency that works with NY VOAD and regional/local COADs.

"Created in 2010, DHSES and its four offices -- Counter Terrorism, Emergency Management, Fire Prevention and Control, and Interoperable and Emergency Communications -- provide leadership, coordination and support for efforts to prevent, protect against, prepare for, respond to, and recover from terrorism and other man-made and natural disasters, threats, fires and other emergencies.

"The women and men of DHSES are dedicated to working closely on a daily basis with all levels of government, the private sector, and volunteer organizations to improve the readiness, response and recovery capabilities of communities throughout the Empire State."[3]

The NY DHSES Continuity of Operations Template describes the working relationship of state agencies with county emergency managers and COADs.[4] This document also describes the role of each state level agency in disaster planning and response.

The NYS Emergency Support Function (ESF) #7 Logistics Annex provides the structure for coordinating response activities for incidents that go beyond the capability of local government. The ESF #7 Logistics Annex would support the following critical capabilities in NYS: Logistics and Resource Management, *Private Sector/Non-Governmental Organizations*, and Planning. (emphasis added)

FEMA

The Federal Emergency Management Agency's mission is "Helping people before, during, and after disasters."[5]

FEMA Voluntary Agency Liaisons (VALS) participate in local COADs and state level emergency planning.

FEMA maintains a list of tribal contacts as well.

Federal disaster assistance is awarded through FEMA, along with a host of other services. (A good meeting agenda for a new COAD is to invite a FEMA VAL to a meeting to help members gain awareness of how the funding channels work and what else could help your community.

Recommended Representation

COAD membership may vary from year to year or meeting to meeting. It is helpful to have the support of representatives of county offices of Emergency Management, Social Services, Public Health, Aging, Mental Health/Hygiene, and the County Executive. The American Red Cross is chartered as a non-profit with a public mission to respond to disasters, as is Salvation Army.

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[3] NYS DHSES, About, http://www.dhses.ny.gov/about/, accessed 2019 11 02
[4] NYS DHSES, Logistics Annex, http://www.dhses.ny.gov//planning/cemp/documents/Final%20NYS%20Logistics%20Annex%2010.22.2019%20wv.pdf, accessed 2019 11 02
[5] FEMA, About Us, https://www.fema.gov/about-agency, accessed 2019 11 02

Community-based nonprofit organizations providing services such as housing, food, and others will be interested as well. Many faith-based denominations are members of National VOAD; leaders of their local "chapters" can represent and reflect the diversity of faith in the community.

Most counties in New York also convene a board with representatives from United Way, American Red Cross, Jewish Federation, Council of Churches, Catholic Charities, and others, to access funds available through the FEMA [Emergency Food and Housing Program](#); these boards meet to assess local needs and to award funding to community agencies. The chair of the local EFSP Board can help identify potential COAD member agencies and contribute to the assessment of current needs.

Partners/Stakeholders

COAD membership and participation will vary from moment to moment, depending on their awareness of the importance of preparedness, the scope of a current or impending disaster (small and large) and other factors. The list below is not exhaustive - your challenge is to make connections with public and private organizations, engage them during blue sky times, and establish the structure by which your members will interact and make decisions when a disaster hits.

- County EMO
- County Public Health, Mental Health, Social Services
- American Red Cross
- The Salvation Army
- 2-1-1 Provider
- Catholic Charities
- Goodwill
- Housing Authorities
- Community Action Agencies
- Regional Food Bank
- Humane societies
- Regional Hospice
- Hospital(s)
- Colleges/Universities
- United Way/Community Foundation

Structural Considerations

Legal Form

NY VOAD and NY DHSES do not specify the legal form a COAD can or should take. Most of New York's COADs are formed as a program or service of a local nonprofit, which also serves as a fiscal agent. Creating an incorporated nonprofit is an option. As a collaborative, the COAD may wish to develop a Memorandum of Understanding with its membership, as well as standard

operating procedures. As mentioned elsewhere, establishing a steering committee or officer/committee structure is typical.

Committees/Functional Areas

Every COAD must determine how best to carry out its community's aspirations and priorities while meeting the needs of its citizens. Many of these areas can be defined by working with the local Office of Emergency Management (OEM). The OEM creates an Emergency Operations Plan which contains Emergency Support Functions (ESFs). Typically, emergency managers would turn to NY VOAD and the regional COAD for support with ESFs addressing Mass Care (ESF #6), general preparedness efforts, and donations/volunteer management.

Your COAD may choose to operate with a committee structure or not, but either way, the following functional areas may be supported through the collaborative approach of a COAD. Public agencies responsible for each functional area should be consulted and involved with your planning.

Potential Functional Areas to be supported within a COAD structure:

- Community/Public Health
    - Outreach & wellness
    - Access and functional needs support services

- Citizen Corps Programs
    - Medical Reserve Corps
    - Volunteers in Public Service
    - Community Emergency Response Team (CERT)
    - National Neighborhood Watch

- Children/Child-Care for First Responders/Disaster Workers

- Donations Management

- Volunteer Management

- Long-Term Recovery Group/Committee/Roundtable (LTRG)
    - Volunteer coordination
    - Resource development/coordination
    - Construction services/debris removal
    - Disaster Case Management

- Emergency Assistance
    - Information and referral assistance (I&R)
    - Debris removal

- ○ Damage assessment
- ○ Multi-Agency Resource Center (MARC)

- ● Mass Care
  - ○ Sheltering
  - ○ Feeding
  - ○ Bulk distribution
  - ○ Pet preparedness/sheltering

- ● Emotional and Spiritual Care

Vulnerable Populations & Community Needs

In recognition of the pervasive and structural inequity that characterizes many of our community members' experiences, the importance of assessing the ways race, sexuality, gender expression, religious identity, income-level, citizen status, disability and all other protected identities have historically and contemporaneously impacted your community members' representation within the disaster sector and their access to resources is fundamental. Despite its discomfort, having conversations on inequity and incorporating racial equity frameworks into your mission will help you more holistically meet your communities' needs. The Salvation Army and Catholic Charities Archdiocese in St. Louis have put together a comprehensive first-look at how to begin to address structural inequity throughout the disaster cycle, please reach out to them or NYVOAD for more guidance.

Member agencies will represent their constituencies and population served and will understand the resources and capabilities they bring to the table. It is helpful for the group to also gain a collective understanding of pre-disaster, ongoing community needs, and vulnerabilities through presentations by the members to the group or other means.

2-1-1 can provide snapshot, annual, or ongoing data around services available (resource directory), and the needs of the community (including unmet needs), by Zip Code or other demographic measures. Their contact center staff handle many thousands of interactions (call center, text messaging, website stats) each month. Referrals are categorized according to a system in use across the country (and thereby useful for comparisons even within the state).

United Way's ALICE reports raise "awareness about a huge but hidden segment of every US community, that is struggling to afford basic necessities. The success of a community is directly related to the financial stability of its members." New York's ALICE Report highlights a household survival budget and how each county's socioeconomic measures compare to that budget.

The US Census American Community Survey and Fact Finder are additional resources that will help your network understand the potential impact of likely disasters. For example, the families in poverty and housing stock measures may influence what types of resources may be needed to recover from a flooding incident.

American Community Survey: https://data.census.gov/cedsci/
American Fact Finder: https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml

Connecting/Engaging

Utilizing existing groups and connections is a good way to expand awareness of the formation of a COAD in your community. Connect with the hunger or homeless prevention coalition, the EFSP board, Human Needs Task Force, Public Health, volunteer center, Council of Churches or interfaith coalition, Centers for Independent Living and Arc.

Agencies funded by Community Foundations and/or United Way will be listed on their respective websites, and 2-1-1 is a good resource for contact information. Each regional 2-1-1 maintains a searchable public website for up-to-date listings of agencies.

How to Reach Out
Once potential members have been identified, invite a steering committee to develop invitational materials and an outreach plan:
- Rationale for creating the COAD
- Options for initial training/orientation
- Examples of COAD responses within or outside New York
- Plan and schedule for initial meeting(s)

NYVOAD is available to assist with these planning steps.

The faith-based community is a large component of the disaster response/recovery world, and as such should be part of the COAD. "Faith and community leaders are often the first point of contact when individuals and families face mental health problems or traumatic events."[6] Not only do those impacted by disasters turn to their faith leaders, but members of faith organizations do volunteer work around the world to help with disaster response and recovery.

National VOAD members include faith-based organizations with an interest in or knowledge of emergency management or disaster support. Connect with your local houses of worship to find potential COAD members.

Resources for connecting with faith leaders:
- New York State Council of Churches, member churches
- New York Disaster Interfaith Services (primarily serves NYC)
- 2-1-1 (many faith organizations provide human services & are listed in 2-1-1 directories)
- National VOAD, members
- National Disaster Interfaiths Network, search by state

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[6] "For Faith and Community Leaders," US Department of Health & Human Services, https://www.mentalhealth.gov/talk/faith-community-leaders, accessed 2019 10 29.

Convening Your Coalition

The chairperson or steering committee can make or break a committee/collaborative group's progress. This ever-changing dynamic can, at times, be difficult. It is important to approach each meeting with clear, reasonable, and realistic objectives. Relationships are of foundational importance for your COAD's mission, so you may consider emphasizing getting to know the members of your newly-forming COAD and their work at your first meeting.

There are ways of helping to overcome the challenge of working with representatives from different cultures of government, nonprofit, business, and faith communities. Putting some thought and time into group dynamics can contribute to the success and continuity of your COAD's work.

There are lots of online resources for getting help with guiding a group with strategy and decision-making. Handling a conference call is a task worth outlining for your group as well.

> "The agenda is by far the most important piece of paper. Properly drawn up, it has a power of speeding and clarifying a meeting that very few people understand or harness. The main fault is to make it unnecessarily brief and vague. For example, the phrase 'development budget' tells nobody very much, whereas the longer explanation 'To discuss the proposal for reduction of the 1976–1977 development budget now that the introduction of our new product has been postponed' helps all committee members to form some views or even just to look up facts and figures in advance."

Plan Meeting

Guidelines For An Effective Agenda

- Identify the time, date and place
- Describe the meeting purpose / objective(s)
- Describe the meeting topics and process
- Identify the participants and their roles
- Indicate time limits on each topic
- Tell the participants how to prepare
- Schedule items in order of importance
- Always start with Expectations and end with Next Steps
- Distribute in advance

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Image Credit: Operational Excellence Consulting, oeconsulting.com.sg, accessed 2019 11 27

Visit [Harvard Business Review](#) for a good summary of accomplishing meeting effectiveness.

Additionally, someone should be identified and tasked with the responsibility of taking minutes for every meeting. Often the Secretary in official corporate structures, minute takers should know what the agenda is ahead of time so as to know what minute details are important to record. Minutes are meant to capture the substance of the meeting and all relevant information that can be accessed at a later point. Minute takers can follow these five steps for efficiency:

1. Pre-Plan by knowing what the agenda will be.
2. Record taking - at the meeting.
3. Minutes writing or transcribing – at a later time.
4. Distributing or sharing of meeting minutes.
5. Filing or storage of minutes for future reference.

Communication

Continuity of Operations Plan and Crisis Emergency Risk Communication

It is of fundamental importance that your COAD and its members have a fully developed and prepared Continuity of Operations Plan (COOP) and a Crisis and Emergency Risk Communication (CERC) Strategy in place when a disaster strike. If you are unaware of what either of these plans consist of or if your organization does not have either in place, please reach out to local organizations that might be offering these trainings. New York Disaster Interfaith Services (NYDIS) offers these trainings regularly as well and can be registered for [here](#).

Determine with your county emergency manager how information will flow between and among COAD members and with the emergency operations center. Each county will have a protocol for issuing emergency declarations, announcements, evacuation orders, and related messaging, and an organizational task will be to incorporate COAD operations into that plan.

If the scope of the incident reaches beyond the territory your COAD is covering, connect with the lead of neighboring COADs periodically. If possible, attend each other's meetings on occasion to share information about your work.

As an incident winds down or reverts to long-term recovery, a meeting agenda should include a debriefing on the incident, what worked or didn't work, sometimes referred to as a "hotwash".

Further, meeting agendas and committee work should encourage discussion and interaction with and among members (including those who do not usually attend meetings). Develop and offer an orientation process for new members as well.

As noted in the NYC document:
There are a variety of tools, platforms, and mechanisms to communicate to groups of people. Take some time exploring the different options to figure out what works for your team and network. Examples include:

> Email
> Text
> Conference calls/phone tree
> Communications apps
> Twitter

Likewise, it's important to consider communications with various populations: American Sign Language and audio resources for those who are deaf or with limited hearing; escorts, guides, translators/interpreters for those with limited understanding of English; and/or large print outreach materials and offline outreach to complement electronic media. 2-1-1 can conference with a language translation service or communicate via text message (using 898-211 dedicated text number), and the 7-1-1 Relay helps those with hearing limitations who use TTY. Social service agencies serving a particular clientele can provide support with these efforts as well.

It is critical to keep 2-1-1 informed of available services and information collection expectations, especially if 2-1-1 is being promoted as the number to call (or text to 898-211) for information or to report damage.

Social Media & Online Presence
Social media includes websites and application-based tools that allow users to create and share information and/or participate in social networking. These capabilities can be used to rapidly create and share critical emergency messages.

New York VOAD Website and Social Media Platforms:
- Website: https://www.newyorkvoad.org/
- Facebook: @NYVOAD
- Twitter: @nyvoad
- Instagram: @nyvoad

Within the New York State social services environment, there are collaborative groups and services addressing specific community needs.

- Your regional 2-1-1 provider manages a database/directory of all health/human service agencies serving the area.
- Numerous collaborative groups are already in place (homeless prevention coalition, hunger coalition, economic development committees) and may be tapped for representatives and knowledge
- "Funders" such as a community foundation or United Way

Any agency or organization that plays or may play a role in any phase of a disaster cycle may be invited or request to join a COAD. This includes disaster service agencies, emergency management agencies, faith-based organizations, information and referral programs, community foundations or grant-making/social change organizations, government agencies (such as public health, social services, mental health, code enforcement), and/or a wide range of other organizations with a mission to help their communities.

COADs are linked by purpose and function to NYVOAD, which is, in turn, linked by purpose and function to the National Voluntary Organizations Active in Disaster (NVOAD).

Outreach

Since the COAD does not provide direct service, it is not necessary that the general population understand its purpose or availability. Its target audience is disaster response and recovery organizations, or the departments within an organization that are charged with disaster planning as well as its general membership.

However, some activities of the COAD agencies will need to be promoted, and recruitment and retention of members involves outreach. Some ideas:

- Identify meeting and operational spaces for committee work, volunteer reception, MARC events.
- Take advantage of interest specific community groups (councils of churches, hunger coalition, etc.).
- Invite business leaders to an open house or introductory meeting.
- Consider potential connections with the most vulnerable members of the community (special needs registry, tribal organizations, etc.).

Map Community Resources

Each organization in your community has a mission to fulfill, resources with which to accomplish that mission, and many have a disaster related mission. While the 2-1-1 directory includes health and human service agencies providing regular and direct services (see appendix ___ for sample categories), it may not have surveyed specifically for agencies' capacity to handle disaster services. 2-1-1 also may or may not utilize a template for creating and updating a disaster services resource directory.

"More than 500 voluntary organizations joined FEMA in serving Sandy survivors."[7]

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[7] Hurricane Sandy Recovery in Region II, FEMA, https://www.fema.gov/sandy-recovery-region-ii, accessed 2019 12 02.

Plan for Volunteers & Donations

In any emergency, volunteers perform critical tasks such as preparing meals, staffing services events or shelters, helping with clean-up or transportation, taking care of animals, and many others. Volunteer fire departments and ambulance corps are among the first responders. The American Red Cross and The Salvation Army recruit, train, and deploy volunteers specifically for disasters and emergencies. Volunteers who are affiliated with a COAD, NY VOAD, or NVOAD member agency may be available to help get your COAD members organized and trained. Spontaneous volunteers (those who show up because of a particular incident) can be a liability unless your members have identified a way to on-board them and match their skills and availability with the needs identified through the COAD activation process. Connect with your regional volunteer center to be sure they understand the needs you've identified and to identify and reduce the logistical barriers to accepting volunteer assistance.

The time period immediately after an emergency is critical for soliciting financial donations from businesses and individuals. Having a fiscal agent with the infrastructure in place to accept and account for donations (and disbursements), integrated with your COAD's or Long Term Recovery Group's needs and gaps review process is invaluable to take advantage of that relatively short period of time. Cash donations allow groups to purchase the supplies and materials that have been identified as priorities based on the actual situation.

Material goods donations (clothing, toys, food) are often the first to be offered by well-meaning community members. Quite often, handling large quantities of personal belongings becomes a disaster in and of itself - for a variety of reasons. A standing agenda item for your COAD should be whether or not these donations are needed and, if so, what specifically is requested of the community. Warehousing, distribution, pests, etc., may pose serious logistical problems.

Sandy impacted multiple states; FEMA Region II encompasses NY, NJ, Puerto Rico, USVI. A quick glance at the 2014 map of VOADs, COADs, LTRGs, and community networks active in

assistance with FEMA Individual Assistance demonstrates the cooperation and collaboration of agencies helping those impacted by this once-in-a-lifetime storm.[8]

Develop Communication & Reporting Strategies

Reliable, accurate, and timely information on the scope and breadth of a particular disaster is really important too. Declaring a presidential disaster is tied to the financial impact of an incident, and without accurate information, your needs will be difficult to justify a particular response. National VOAD members (Team Rubicon, United Methodist Committee on Relief, Lutheran Disaster Relief, e.g.) will only deploy if a certain threshold is met (and the teams are sized according to the needs).

The 2019 Halloween Storms incident reporting by HOOAD provides a good example of a data collection/management process. As of this publication date, there is no single, recommended method for collecting and assigning work orders for small scale repairs, debris removal, mucking out, and related tasks. Each incident/disaster may have similarities to one before it but will have its own characteristics so it is of fundamental importance to have a comprehensible and agreed-upon data collection process to prevent headaches in future reporting processes.

It is important to assign management of the COAD membership list, including contact information (with redundancies and after-hours contacts), and to decide who can convene the group. In many cases, the COAD activates on request of the emergency management office (EMO) and/or the lead agency in cooperation with the EMO.

Often New York State or a county EMO will activate 2-1-1 to handle telephone or text-based messaging and data collection, information & referral. The 2-1-1 system is designed for mutual aid on an intra and inter-state basis. Call-takers are trained to collect and disseminate information based on the callers' needs, and can route traffic among regional contact centers and text-messaging operators. Call volume data is always available at 211counts.org, by category of need, day/month, county or zip code. Services may be categorized for a specific disaster and are each assigned to a taxonomy of services in use nationally, allowing for rich data analysis.

Build Member Agency Capacity

County emergency management personnel and disaster response agency staff and volunteers are trained and experienced with disasters and may be a good resource to help your member agencies assess their readiness and develop a continuity of operations plan. Public agencies such as county departments of health, mental hygiene/health, and public health are required to maintain disaster plans. Hospitals, transportation providers, and other key facilities are as well. Many of these agencies may be willing to help you convene and build capacity within your COAD network.

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[8] LTRG, VOAD, COAD Coverage for All IA Designated Counties, FEMA, https://www.fema.gov/disaster/4085/updates/long-term-recovery-groups-help-build-resilient-communities, accessed 2019 12 02.

Overcoming Burnout

Burnout is a state of emotional, mental, and physical exhaustion caused by stress. It occurs when a person becomes overwhelmed and feels unable to meet constant demands. Burnout occurs when the continued stress results in a loss of interest or motivation. Burnout can occur after prolonged periods of functioning in the same role, especially following periods of high stress, such as experienced during times of disaster response and recovery. When disaster strikes, individuals can easily get burned out, especially when they have been personally and professionally impacted by the disaster. Identifying SMART (Specific, Measurable, Attainable, Relevant, Timely) goals and objectives can be a key to avoiding burnout during blue-sky and gray-sky periods.

- Break down goals & objectives
- Establish realistic expectations
    - Include term limits in bylaws
    - Chain of command encompassing back-up & support
- Practice 4 C's
- Prioritize goals & objectives
- Share updates
- Celebrate successes & express appreciation

Key resources:

Essential Documents

NYVOAD COAD Toolkit

The following tools and resources are maintained by NYVOAD and delineate the best practices a COAD and its membership should adhere to in a disaster response.

Tools:
- Activation Guidelines
- Capacity Assessment Survey
- Emergency Managers Tips Sheet
- Situational Report Template

Resources:
- 2020 Member Directory
- COAD Charter
- NYVOAD COAD Map
- NYVOAD Diversity, Equity, Inclusion & Anti-Discrimination Pledge
- National VOAD Points of Consensus
- National VOAD Points of Consensus Compliance Affirmation Form

Operating Guidelines

As your COAD is forming, various documents and procedures will help with decision-making, documentation, and other operational functions.

The following list of documents is provided to help you form and maintain the COAD. Examples or templates are provided in Appendix I.
- Membership form
- Membership resource form (coordinate with 2-1-1 to reduce duplication of effort)
- Bylaws: Bylaws are essentially the written rules for how your COAD will be governed. They are your governance manual. You must develop and adopt bylaws once you incorporate and if you choose to seek 501(c)(3) status. However, even if you are and choose to stay informal, having bylaws is essential to your COAD's success. Bylaws typically include provisions for:
  - Size of the board and how board members are elected and removed
  - Powers and duties of the board
  - Roles and duties of directors and officers
  - Rules and procedures for holding meetings, electing directors, and appointing officers
  - Fiduciary roles and responsibilities
  - Other essential governance matters[9]
- Quick Organizing Guide
- Contact List, including back-up contacts and on-call information
- Disaster Assistance Guide data collection format (via 2-1-1)
- Continuity of Operations Plan (COOP): The COOP is intended to help guide the continuing of operations of an organization if something unexpected (such as a disaster) strikes and interrupts normal operations.
- Activation process and procedures: These documents cover the actions and procedures guiding activation of the COAD.
- Introductory materials: This may be a brochure or PowerPoint presentation or website clip that may be used to recruit new members and share information about the COAD's work.

Technology

There are numerous tools available for managing information, communications, and other disaster-related functions. New York VOAD and NY DHSES can provide guidance on statewide projects and/or support. Some of the functions served by web-based tools include:
- Fiscal/donations management
- Work order management/volunteer deployment

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[9] National VOAD (accessed 2019 10 29)
https://www.nvoad.org/resource-center/member-resources/?mdocs-cat=mdocs-cat-43&mdocs-att=null

- Volunteer management
- Communications tools
- Resource database/directory

NVOAD supports Disaster Agency Response Technology (DART), an online volunteer management module. NYVOAD is exploring its use in New York State.[10]

The functions relying on an electronic resource should be backed up by manual systems or alternative methods.

Further Information

New York's Disaster Response Framework

Within the NY Division of Homeland Security and Emergency Services:

The New York State Disaster Preparedness Commission (DPC) is comprised of the commissioners, directors, and chairpersons of 29 State agencies and one volunteer organization, the American Red Cross. The DPC's responsibilities include preparing State disaster plans; directing State disaster operations; coordinating State operations with those of local government; and coordinating federal, State, and private recovery efforts.

New York State Executive Law, Article 2-B, enacted in 1978, created the DPC and shifted the State's emergency management efforts from a civil defense strategy to an all-hazards approach. This report is produced pursuant to Executive Law section 21(3)(i).

The DHSES works closely with New York VOAD in its efforts to build the movement across the state.

Insert diagram - authority & decision-making.

A regional COAD should coordinate with other county/regional COADs to share ideas, resources, trainings, and other resources. NY VOAD welcomes COADs as affiliate members of the NY VOAD and offers support and guidance through the resources and partnerships available at the state level. The COAD chairs are participants in statewide planning and other activities and are represented on the NY VOAD Board.

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[10] DART is provided by National VOAD and funded by the generous support of donors. Each State/Territory VOAD can activate the DART platform and will then have access to all the modules (see below for more info), as well as training webinars and videos, a sandbox site for further training and exercises, and ongoing technical and implementation support.

National VOAD offers online and other resources and support and may be utilized for disaster support at the request of NY VOAD, in support of New York's regional COADs.

Although participants at all levels may vary, regional, state and national COAD/VOADs work together to promote the movement to strengthen communities through cooperation, communication, coordination, and collaboration. The VOAD movement also acknowledges that no single organization or agency can effectively mitigate, prepare for, respond to, and recover from disasters alone. It seems to build a community of interested parties to advance efforts in all phases of the disaster cycle in order to build more resilient communities.

CERT

A Community Emergency Response Team (CERT) program educates volunteers about disaster preparedness for the hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. CERT offers a consistent, nationwide approach to volunteer training and organization that professional responders can rely on during disaster situations, allowing them to focus on more complex tasks.[11]

NIMS

FEMA released the refreshed National Incident Management System (NIMS) doctrine on October 17,2017. NIMS provides a common, nationwide approach to enable the whole community to work together to manage all threats and hazards. NIMS applies to all incidents, regardless of cause, size, location, or complexity.

COADs can help their members understand the NIMS framework and participate in training programs designed to ensure understanding of it.[12]

Resources

Training/Activities

If your COAD determines that its members need training in disaster preparedness, continuity of operations planning, or other disaster-related topics, there are numerous resources available.

- New York Disaster Interfaith Services regularly provides the following trainings:
  - Continuity of Operations Planning (COOP)
  - Crisis and Emergency Risk Communications (CERC)

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[11] Community Emergency Response Team, https://www.ready.gov/cert, accessed 2019 12 15.
[12] For more information, visit http://www.dhses.ny.gov/training/NIMS/.

- ○ Disaster Chaplaincy Training
- ○ Mental Health First Aid and Opioid Overdose Training
- ○ Religious Literacy and Competency
- American Red Cross https://www.redcross.org/take-a-class
- The Salvation Army may also have training available; check listings by state: https://disaster.salvationarmyusa.org/training/?classes&state=NY
- FEMA https://www.fema.gov/training
- US Department of Homeland Security's Ready site: https://www.ready.gov/training

NVOAD Resources

The National VOAD website contains a wide variety of resources, sample documents, and other materials.

Voluntary Organizations Active in Disaster and Community Organizations Active in Disaster are collective groups of organizations based within a community or geographic area such as a county or group of counties.

While not standardized, generally VOAD refers to the national and state level and COADs are formed at a sub-state or regional level.

The mission of a COAD is to enhance the community's ability to mitigate, prepare for, respond to, and recover from disasters.

Response: During an Emergency

Connect with EOC(s), NYVOAD

Activating a COAD can be as simple as scheduling a conference call with members, for one call. As the scale and scope of disasters intensify, being in "active" mode may go on for weeks or even years and may or may not shift to a long-term recovery group (LTRG).

New York VOAD provides support through its member agencies, as liaison to National VOAD members, with reporting functions and other logistics.
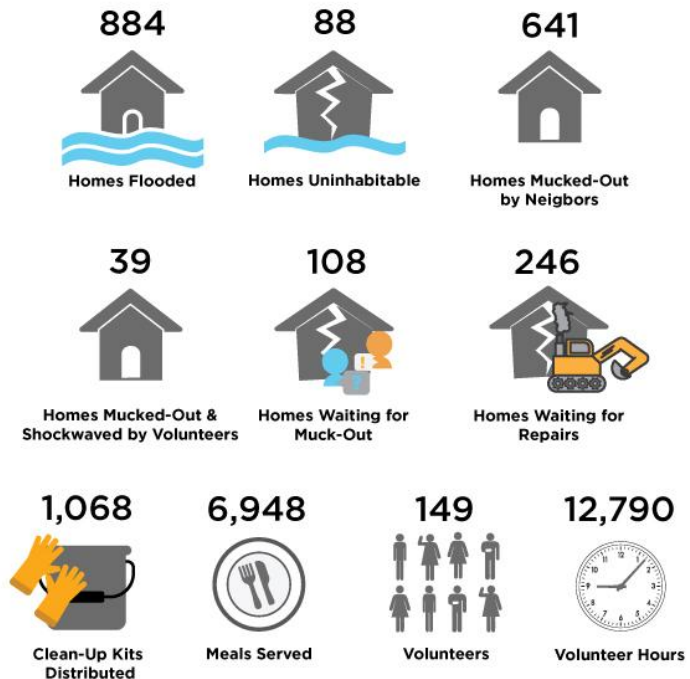
Convene member agencies

The lead agency (in some cases this is the county emergency management office) announces a meeting of members in anticipation of an incident (large snowstorm for example) or in response (unexpected flooding). This may be in person/on-site or via conference call. The purpose of this meeting is to collect information from state and local organizations who are serving clients, observing conditions, and summarizing the details. During the initial meeting, a preliminary decision will be made about how often to meet, how to coordinate with other regional COADs if necessary, communicating with county and other government officials, and beginning to identify unmet needs.

In Thanksgiving For Our Members & Volunteers
NYVOAD, Adirondack COAD & Herkimer-Oneida COAD
Halloween 2019 Storm Response, to Date
In Essex, Hamilton, Herkimer, and Oneida Counties

884 Homes Flooded	**88** Homes Uninhabitable	**641** Homes Mucked-Out by Neigbors
39 Homes Mucked-Out & Shockwaved by Volunteers	**108** Homes Waiting for Muck-Out	**246** Homes Waiting for Repairs
1,068 Clean-Up Kits Distributed	**6,948** Meals Served	**149** Volunteers **12,790** Volunteer Hours

Collect information about needs

NYVOAD has created a survey tool for compiling information about people served and their needs. The information submitted is provided to COAD members as well as NYVOAD members, and, if warranted, National VOAD members for potential deployment to New York State. Needs will change from moment to moment and avoiding duplicate numbers is an important function of the COAD's work.

Identify or request information about resources, including donations & volunteers

Federal, state, county, municipal resources may be made available in response to the incident, and these requests are coordinated through the County Emergency Operations Center or at the State level. Voluntary organizations (local, regional, or national nonprofits) may also have services needed to address the emergency or recovery. New York VOAD is liaison to National VOAD members such as UMCOR, LDR, DART, Team Rubicon, or others.

Stand up a MARC

A MARC (Multi-Agency Resource Center) or Disaster Assistance Center may be organized within a mass care shelter, or at a location convenient to as many impacted people as possible, once the immediate risks of a disaster have passed.

Both serve as a location where people impacted by the disaster may receive face-to-face guidance about available services, financial support, advice on filing insurance claims, and assistance based on the nature of the incident.

Compile data for local and state agencies

In order to understand the scope of the incident, accurate and timely data is critical. COAD members report out at the periodic conference calls and submit their data electronically if possible. These data are used to justify assistance from FEMA, New York State, local governments or businesses, and National VOAD members.

Facilitate connections

As a collaborative organization, COAD brings organizations together with the mutual goal of improving the likelihood that a community can return to "pre-disaster" stability or even better circumstances.

Activation Tips

Upon activation or during exercises, practice and evaluate methods for response, communication, and reporting:

- Gather essential reports from member organizations concerning their response activities, number of people/households/businesses impacted, unmet needs, to share with other members, County EMO, 2-1-1, NY VOAD, and other stakeholders
- Support or coordinate a site-specific Multi-Agency Resource Center (MARC); coordinate with 2-1-1 for collecting impact data
- Publicize agency volunteer needs (and specific material goods requests if appropriate)
- Consider long-term recovery needs and structure/lead agency for a long-term recovery group (potentially including disaster case management)

Take every opportunity to inform community agencies about COAD, retain and recognize members, and gain momentum. Coordinate publicity with County officials; since COADs do not provide direct service to individuals, inter-agency communication should take precedence over general public relations efforts. However, once a donations management function is established, public awareness of how to donate & how funds will be managed becomes an important function of the COAD.

Recovery: "After" An Emergency

The recovery period will not necessarily be distinct from the response phase, but the work of the COAD does shift to some extent from assessing needs to providing resources and services.

These events generally include government agencies such as social services, mental health, public health, housing authority, and other private social services agencies such as Catholic Charities. FEMA may be involved as well, depending on the scale of the event. At this juncture, all the data and metrics you have been collecting since disaster day 1 will be of utmost importance. Reliable metrics will facilitate your ability to gauge how much work has already been done, how much work remains to be done, funds spent, and funds remaining to be raised as well as other essential information.

Deploy A Long-Term Planning Group

Long-Term Recovery Defined

The recovery phase is the time following a disaster in which agencies and organizations aid affected persons and communities in developing and implementing plans and structures of assistance to return the affected people and areas to their new normal. The recovery process in each disaster is unique, and a long-term recovery process (going beyond the initial relief and cleanup to actual rebuilding of homes, infrastructure, and lives) may last several months or years.

The response and recovery phases may overlap; and will be influenced by the scope, scale, and duration of the disaster. Once emergency relief programs are deactivated and outside resources have left or been expended, recovery programs will ramp up. Private (donations), state, and/or federal resources will be available and most casework and recovery initiatives will be administered within the region by local organizations.

A long-term recovery group (LTRG) or committee is a cooperative body that works within a community to assist individuals and families as they recover from disaster. Depending on the type of disaster and identified needs, it may include representatives from public agencies (social services, e.g.), community-based organizations, faith-based organizations, and businesses.

See also Disaster Case Management, below.

Purpose of LTRG

Experience has shown that a strong, well-organized long-term recovery group or committee will enhance a coordinated response to address unmet needs (resulting from the disaster) of communities, families, and individuals. An organized, coordinated approach to addressing the disaster-caused long-term recovery needs of the community and its residents and maximize the

utilization of available resources by enhancing community confidence, avoiding or reducing duplicative assistance to individuals, and generating financial, material, and personal resources.

Disaster Case Management

Helping individuals return to their pre-disaster lifestyles may be facilitated through Disaster Case Management, with the support of a long-term recovery group (LTRG). This process, sometimes funded through a Federal FEMA allocation, provides for coordination of benefits and an organized approach to needs assessment. Prioritizing needs, soliciting new resources, and tracking/reporting on progress made are all part of the disaster case management process.

Taking the scale and scope into consideration, if COAD members continue to receive requests for assistance, your COAD may decide to establish a separate long-term planning group or add a long term planning committee. This structure is sometimes referred to as an unmet needs roundtable and often incorporates a case management approach to handling the ongoing needs and how they may be met. In a presidentially declared disaster, "case management" funds may be awarded by FEMA.

Additional information is below.

For more information, review the FEMA Guide Long Term Recovery Planning Process or consult with NY VOAD for assistance.

Evaluate & Review Plan

The COAD/LTRG should undertake an after-action process to review the strengths and weaknesses of the COAD/LTRG mechanisms and develop an improvement plan to formalize the strengths and address weaknesses.

Acronyms & Terminology

Acronyms are widely used throughout the disaster field. Below are some common terms:

ARC: American Red Cross
Blue-sky: Non-disaster period
CBO: community-based organization
CERT: Community Emergency Response Team
DRC: Disaster Recovery Center
DRCC: Disaster Response Crisis Counselor
EOC: Emergency Operations Center
FBO: Faith-based organization
FEMA: Federal Emergency Management Agency
Grey-sky: Disaster period.
ICS: Incident Command System

LTRG: Long-term recovery group, committee, or roundtable
NICS: National Incident Command System
OEM: Office of Emergency Management
VAL: Voluntary Agency Liaison

Activities

Once convened and the initial mission has coalesced, meetings and committee work can proceed using the sample agendas (Appendix E) or the list below:

- **Convene regular meetings**: assess agencies involved in disaster relief within the county/region, discuss networking capabilities and needs, and strengthen relationships.
- Develop a preliminary **organizational structure**; identify a fiscal sponsor if necessary
- Provide **training and education** to members (NVOAD, NYVOAD, DHSES, member agencies available to assist)
- **Connect** with neighboring COADs (potentially plan for multi-regional exercises, joint training)
- Develop **governance plans and documents**, including a steering committee or board, and position descriptions (NY VOAD, New York Council on Nonprofits available to assist)
- Develop tangible/achievable **goals and objectives** aligned with County Emergency Management officials (and preferably incorporated into emergency plans for the counties covered)
- Create a **membership roster** and determine who will maintain it, including agency names, addresses, primary/secondary contact (including on-call or emergency contact), services and resources offered (consult 2-1-1 directory; see also NYS VOAD Form Set)
- Enhance **2-1-1 resource data** with information collected on agency preparedness and response capabilities, gaps, overlaps, and duplications
- Develop preliminary multi-channel **communication plan** (telephone chain, email distribution, primary/secondary/on-call contacts)
- Outline **roles and responsibilities**, relationships between/among members (especially County EMO) in times of disaster, including post-activation "hot wash" or evaluation and feedback loop
- Identify lead agency and methods for publicizing and managing **cash donations** and grants to agencies for assistance to individuals (integrated with long term recovery group unmet needs roundtable/decision-making)
- Develop a plan and methods for **"activating,"** including convening by teleconference, collecting and reporting on information (available resources, needs), and deactivating
- Retain and **recognize member contributions**: provide opportunities for information-sharing, networking, planning, exercising, and communicating.

Appendices

Appendix A - NY VOAD Introduction

Insert link to ppt file here, or include slides.

Appendix B - Basic Terminology

Like any specialized field, disaster response and recovery has its own set of terms and acronyms.

For a thorough list, visit NVOAD: https://mhyiy252svc3dxfu11iackq1-wpengine.netdna-ssl.com/wp-content/uploads/2018/09/National-VOAD-Common-Terms-and-Definitions.pdf

Appendix C - Quick Guide

This Quick Guide is designed to help local/regional organizations establish a nonpartisan membership based organization that serves as the forum where organizations share knowledge and resources throughout the disaster cycle - preparation, response, recovery, and mitigation - to help disaster survivors and their communities.

Step	Action
Visit	The National VOAD website to learn more about the national VOAD movement and the scope of the national member organizations.
Contact	New York VOAD Your county emergency manager American Red Cross chapter 2-1-1 regional provider These will help you with identifying potential members and helping you frame the invitation to participate.
Attend	A NY State VOAD meeting or conference to familiarize yourself with what a COAD is, how it can function, and the relationships that are so important in times of disaster.
The 4 C's	Cooperation, communication, coordination, and collaboration are the guiding principles of National VOAD and should be applied in the establishment and sustainment of a regional COAD.
Identify	Potential local member and partner organizations that are involved in the disaster cycle and represent the "whole community," especially vulnerable populations that may lack resilience. The 2-1-1 resource directory serving your county(s) will be able to provide contact information, area served, for these and other health/human

	service organizations.
	    ● Chambers of Commerce & their member businesses
	        ○ Warehouse
	        ○ Utilities
	        ○ Building supply
	        ○ Transportation
	        ○ Corporate Volunteer Programs
	    ● Citizen Corps Councils, RSVP, AmeriCorps
	    ● Food Bank
	    ● Public Health
	    ● Homeless Prevention Coalitions (housing authority)
	    ● Legal Aid
	    ● Mental Health
	    ● Hospice
	    ● Organizations Serving People with Disabilities
	    ● Special Needs Registry
	    ● Office of the Aging
	    ● Social Services
	    ● Humane Society
	    ● Community Action Programs
	    ● Foundations
	    ● United Way
	    ● American Red Cross
	    ● The Salvation Army Disaster Response
	    ● Faith-based Services and Disaster Response
	    ● Colleges & Universities
	    ● Code Enforcement Officers
	    ● Habitat for Humanity

Appendix D: Activation Process

"Activating" a COAD means that the COAD is actively engaged in disaster response and/or recovery.

At the request of a county emergency manager, representative of NY DHSES or NY VOAD (or through your COAD protocols), the COAD will "activate."

Activation may include assigning a COAD liaison in EOC, and initial, ongoing, and/or follow-up meetings (via conference bridge). The circumstances of the disaster will influence the activation process. In some cases, a COAD will activate on the request of one or members. The scope and anticipated duration of an incident will influence the activation process.

Informing members of activation status and activities is critical, and to do so requires a communication mechanism that is well understood and has some means of redundancy. The

notice of activation should include the call-in information, date & time of the call, and if any guests will be invited.

Interruptions in telephone/internet service may prevent communications, of course; these scenarios may be addressed during "blue sky" times along with how/when to convene when possible. Communications will be more readily available if the COAD has a seat at the county Emergency Operations Center.

The initial meeting agenda may include welcome/introductions, meeting ground rules, situation reports from government and partner agencies, unmet needs and resource requests, committee assignments and reports, preliminary schedule for incident meetings, and how notes and situation reports will be handled (compiling, distribution). It is also important to update COAD members on resources/services available. 2-1-1 may issue a disaster resource guide for use on the ground and available online.

Appendix E: Sample "Blue Sky" Meeting Topics/Agenda

The COAD movement is helping communities better understand their assets, develop stronger networks, and increase disaster preparedness. The following ideas may help your group get started.

- Overview & examination of United Way ALICE Report (United Way)
- Overview & examination of 2-1-1 Counts (2-1-1 covering your region)
- Activation of the county emergency operations center (County emergency manager[s])
- Presentation by member agency of their services, territory covered, greatest needs
- Presentation of donations management system
- Activation exercise, table top
- Social media for emergency management #SMEM (Twitter in particular)

Appendix F: Sample Member/Committee Roles

Your COAD may or may not organize with subcommittees, assigned positions, or other governance structures. The descriptions below may help you determine the structure that works for your community, listed as committees but applicable to an individual's role.

Steering Committee
> The COAD coordinator, chairperson, and/or steering committee hold responsibility for convening the COAD, overseeing the meeting agenda, compiling/distributing notes, tracking tabled items, and handling other administrative tasks. The steering committee may also guide long-term recovery efforts.

Finance Committee

The financial manager/finance committee may address budget and other financial tasks, potentially including fundraising and resource development, COAD budget, and establishment of long-term recovery financial protocols.

Communication/Public Information/Outreach

This subcommittee may develop the processes for providing accurate, timely, accessible vetted information that is disseminated broadly and quickly to COAD member organizations and government partners.

Volunteer Recruitment, Deployment

Many COAD member agencies have well-developed volunteer management programs. NVOAD members may be deployed through coordination with NY VOAD and your community. This subcommittee may develop the protocols for coordination of both affiliated and unaffiliated volunteers.

Emotional/Spiritual Care

Members of this committee may develop ways to foster emotional and spiritual care to people affected by disaster.

Functional Needs

This committee may address a wide variety of needs and issues related to access and functional needs, particularly during and after emergencies and disasters.

Appendix G: Activities by Phase

Mitigation/Preparedness Activities

- Participating in mitigation and preparedness events, such as severe weather awareness week, National Preparedness Month activities, etc.
- Participating in community disaster education to include individual and family preparedness
- Participating in planning exercises and practicing an activation and deactivation process
- Supporting mitigation efforts in the community and in community organizations
- Promoting specific resilience-building activities within member organizations
- Educating, orienting, and training agencies and individuals involved in the COAD
- Participating in community disaster planning efforts and creating or developing plans for COAD agencies and community partners
- Expanding the 2-1-1 resource guide of agencies and services to include disaster-specific services and programs
- Assessing COAD member disaster service areas and conducting outreach to organizations that may be able to fill gaps in disaster service areas
- Interacting and collaborating with emergency management agencies; establishing role in an activated Emergency Operations Center

- Becoming involved with other local groups with common objectives such as Public Health, Human Needs Task Force, and community, faith-based, and disability organizations interacting with NY VOAD and other county/regional COADs to build relationships prior to a disaster
- Establishing a financial management system and procedures for handling donations & grants; creating a "donate now" button for members' and partners' websites
- Selecting a volunteer management platform and Identifying volunteer and donation coordinators or leaders to train on ServNY and chosen platform
- Developing guidelines and anticipated needs for material goods donations (with the understanding that in general cash donations are more effective)

Response Activities

- Working directly with local emergency management command and control elements, under the Incident Command System (ICS), to offer or request resources
- Implementing activation processes and procedures
- Participating in emergency human services functions including, but not limited to:
    - Community/public health
    - Donations management
    - Volunteer management
    - Mass care (sheltering, feeding, bulk distribution, pet sheltering)
    - Emergency assistance (debris removal, damage assessment)
    - Spiritual and emotional care
    - Administrative support and record-keeping
- Establishing ongoing communications with NY VOAD and other partner agencies to assess and address needs
- Supporting the Local Emergency Operations Center (EOC) and providing a designated COAD point of contact and backup to staff the EOC on request
- Establishing and supporting the set-up and closing of a MARC
- Establishing and supporting the set-up of a Volunteer Reception Center
- If DART, Crisis Cleanup or other platforms have been activated, managing system & data

Recovery Activities

- Establishing a Long-Term Recovery Group (LTRG) in the community (if warranted)
- Supporting ongoing recovery operations with human services, referrals, and resources
- Supporting ongoing donations and volunteer management
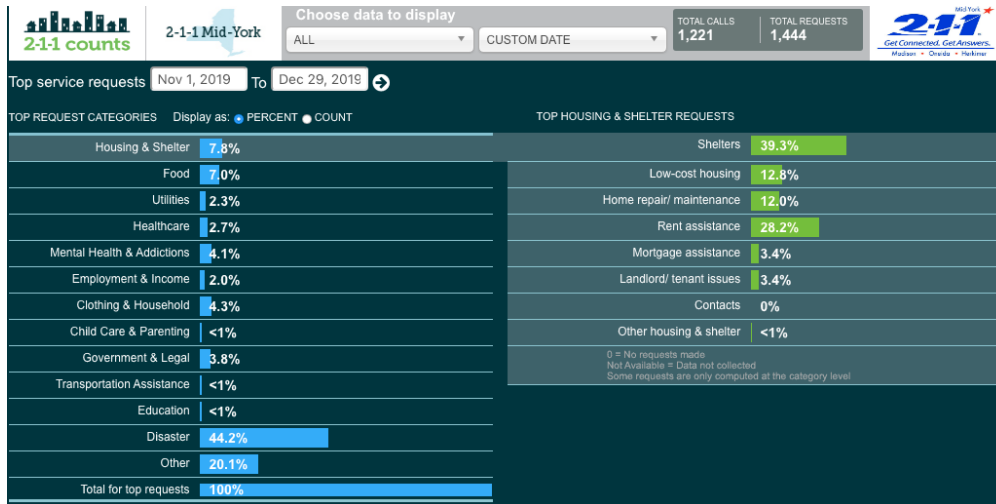- Advocating for disaster survivors and under-represented populations

Appendix H: Document Samples and Templates

Sample Activation Plan: http://napavalleycoad.org/wp-content/uploads/COAD-Disaster-Activation-Plan-Updated-Jan-2019.pdf

NY VOAD Situation Report Form

NY VOAD Capacity Survey Form

Appendix I: 2-1-1 Service Categories

2-1-1 is a telephone number available throughout New York State, designed to improve access to available health & human services in each community. Toll-free and 24/7, each call is answered by a specialist with access to a comprehensive resource database. 2-1-1 databases may be searched online. 2-1-1 may be "activated" during a disaster to allow those impacted to get reliable and timely information about disaster-specific services, and/or to collect information about conditions on the ground. Text-based interactions may also be made available via TXT211 (898211).

Disaster-related services could include emergency food stamps, feeding/warming centers, debris removal, and many more.

2-1-1 Counts is a reporting tool that collects call data daily from the 2-1-1 centers and makes it available by date, geographic area, and/or category. The image above is a snapshot of the calls logged in the two months following the Mid-York Halloween 2019 storms.

Appendix J: COAD Charter

New York VOAD COAD Charter

Appendix K: Points of Consensus and Points of Consensus Compliance Affirmation Form

New York VOAD Points of Consensus

New York VOAD Points of Consensus Compliance Affirmation Form

Appendix L: Situational Report Template

New York VOAD Situational Report Template

Appendix M: Capacity Assessment Survey

New York VOAD Capacity Assessment Survey