



COAD

Community Organizations Active in Disaster

Manual

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This publication received support from the National Institute of Food and Agriculture, U.S. Department of Agriculture under NIFA/USDA Agreement No. 2018-37620-28830

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Introduction

Even though disasters may be unpredictable, with planning, organizing, and preventative measures, impacts of disasters can be greatly reduced. Community Organizations Active in Disaster (COADs) are one group communities can use to prepare in order to reduce the impact of future disasters.

This manual explores how Extension professionals can use COADs and community forums to reduce the impact of disasters and build a more efficient response and recovery process. This manual provides instructions, worksheets, tools, and advice for creating, maintaining, and sustaining COADs in communities. This manual will be of value to Cooperative Extension professionals and other organizations and institutions considering ways to increase community buy-in to address disaster issues together.

The authors of this manual are Extension professionals serving as EDEN delegates, and have dedicated years to developing COADs in their communities, throughout their states, and nationwide. The manual was written by a team from the University of Illinois Extension, Purdue Extension, University of Nebraska Extension, and University of Missouri. This project was supported with funding from the Extension Disaster Education Network (EDEN) using Food and Agriculture Defense Initiative (FADI) funding from the National Institute of Food and Agriculture, U.S. Department of Agriculture under NIFA/USDA Agreement No. 2018-37620-28830.



Kelly Thompson, LMSW (she/her)

Vice President of Grantmaking & Community Initiatives Quad Cities Community Foundation

“University of Illinois Extension, and specifically our regional Educators who are part of EDEN, have been invaluable to the Quad Cities disaster preparation, response, and recovery efforts. In the past seven years, they have helped us build the capacity of Disaster Ready Quad Cities (our COAD) and of individual nonprofits to survive and meet increased needs when disaster strikes. A strong COAD with pre-established roles and relationships is crucial when our community faces disaster, and Extension Educators Carrie McKillip and Russell Medley brought the expertise and useful frameworks to Disaster Ready Quad Cities so that we didn’t have to invent

everything ourselves, and then helped us customize it for the Quad Cities. In addition to the consulting role they played, Extension has stayed alongside as a valuable ongoing partner in Disaster Ready Quad Cities, bringing all the resources of Extension to bear on our community’s disaster preparedness network. Any time I am invited to speak to other organizations about community disaster preparedness, I always say: “Get in touch with your local Extension office and see if your region has an EDEN educator – they are a partner you want at the table.”



Fig. 1. 3 of the 4 phases of the disaster management cycle

What Is a COAD?

A COAD is a collaborative network of organizations, agencies, individuals, businesses, and others based within a community or geographic area representing public, private, and not-for-profit agencies, which work to help minimize the effects of a disaster.

A COAD enhances the community’s ability to mitigate, prevent, prepare for, and recover from disasters, thus ensuring that human needs are met to provide a safe, sanitary, and secure community. The mission of a COAD is to strengthen area-wide disaster coordination by promoting advocacy and planning to reduce the impact of disasters, including facilitating communication, coordination, collaboration, and cooperation.

No two COADs will look alike; each will look like the communities they serve. The concept outlined in this manual will help Extension professionals and community stakeholders adapt a COAD to best suit the community. In addition to using this manual and handouts, Extension Educators and communities are encouraged to reach out to the Extension Disaster Education Network (EDEN) delegates in their state or visit the EDEN Website. New materials are regularly posted, and additional disaster education material is also available.



Chris Schroeder
Community Outreach Unit Supervisor & Voluntary Agency Liaison
Nebraska Emergency Management Agency

“Disaster events of all kinds are happening around the world with more frequency and intensity than ever before, meaning that the readiness and resilience of our local communities is more important than ever before. Forming such a group as a COAD, LTRG, or CERT is a simple but effective way to intentionally gather a network of partners, organizations, and officials who all possess the same goals and the same vested interests, to better understand their collective strengths, gaps, and concerns before a disaster event even happens. These groups offer tangible opportunities for a community to not only own their own recovery following an incident, but also to own their own preparedness, prevention, and mitigation before a crisis occurs. Our local communities know themselves better than anyone, and these groups offer a chance to potentially

solve problems before they even become problems – potent, practical conversations that pay dividends on everything from housing stability to food security to financial support, and many areas in between.”

Why Are COADs Beneficial to Communities?

No two disasters are alike. The impact on each individual and community is different. The needs of each are unique, and often unmet. However, a community and its residents are better served if a COAD is in place for planning and education before a disaster strikes. Learning the roles organizations, agencies, community partners, and individuals can play is easier on blue sky days rather than in flood waters or in a blizzard.

Communities that bring resources together in a COAD can increase the effectiveness of their response to the needs of disaster survivors in a timely way, thereby reducing the social and economic impact of the disaster. Collaboration among stakeholders increases the effectiveness of services and resources provided to clients and individuals. Collaboration makes identifying needed resources and activities more apparent.

Interdisciplinary Approach In All Phases

A COAD is a collaborative network; therefore, it is neither governmentally driven or non-profit driven, nor is it publicly driven or privately driven. A COAD should encompass all that can play a role in the disaster cycle, and it should unite all sectors while allowing each organization to act independently and retain full autonomy and authority in how they serve their communities.

Emergency management thinks of disasters as a recurring cycle encompassing four phases: preparedness, response, recovery, and mitigation. COADs will be active in all phases.

Preparedness - Any activity taken in advance of an emergency that improves emergency readiness posture and develops or expands operational capabilities.

Response - Any action taken immediately before, during or directly after an emergency occurs to save lives, minimize injuries, lessen property and environmental damage, and enhance the effectiveness of recovery.

Recovery - A short-term activity to return vital life support systems to minimum operating standards and/or a long-term activity designed to return the affected people and areas to their pre-disaster conditions.

Mitigation - Any activity taken to eliminate or reduce the degree of long-term risk to human life, property, and the environment from the effects of all hazards.

What Makes a Successful COAD?

COADs play an important role in disaster recovery. COADs are unique and need to be nurtured to become and remain successful. Review the critical components and tasks below to ensure a broad understanding of what it takes to become a successful COAD.

Collaboration

- Develop a structure that works for your community
- Develop a relationship with Emergency Management and first responders
- Be inclusive with membership
- Maintain relationships
- Create Memorandums of Understanding where needed
- Collaborate with the State VOAD (Voluntary Organizations Active in Disasters)

Development

- Help to establish disaster/emergency training programs in your area
- Identify potential hazards to your community
- Prepare for response and recovery
- Identify gaps in services
- Learn and become trained in the Incident Command Structure (ICS)
- Develop a written recovery plan

Asset Building

- Hold tabletop exercises
- Conduct cross training among agencies
- Develop Geographic Information Systems (GIS) Mapping
- Map the assets of the community, including shelters and available housing partners

The above list is not comprehensive but is intended to represent similarities between successful COADs.

Reviewing Your Capacity

As an Extension Professional, there are several things that you need to think about before becoming involved in working with or forming a COAD. The first thing is to assess your current professional commitments and plans of work. Do you have time for this project and is it something that complements your scope of work? Developing a COAD can be taken on by a variety of Extension roles. Depending on your system's capacity, it might be taken on by an educator or an administrator, or possibly another job classification within your system. Being involved in a local COAD gives your programming added value and is an easy thing to point to as a success with local stakeholders and funders.



Lisa Torrance, County Director, Illinois Extension and Henderson County COAD Chair

"In Illinois, Extension is funded three ways with national, state and local funding. As local populations have decreased, local tax dollars are scarce and our local county boards have found it increasingly difficult to find additional funding for Extension programs. With Extension's involvement in the county with local hazard mitigation and the development of the COAD, the local county board has seen an increased value and has become much more creative in including Extension in grant funds and projects the county receives."

The following pages outline steps you can take to facilitate the development of a COAD. While this guidance was developed with Extension in mind, the same steps apply to any professional working to develop a COAD.

Using a Capacity Assessment To Determine Extension's Role in Facilitating Local COAD Development and Coordination

As they recover from disasters, communities may discover that the emergency human needs of residents are greater than anticipated. At this point, communities need to consider how they can address those needs. Are there collaborative entities in place that provide these services daily, or is there a need to develop a group, such as a COAD?

If there is a need to develop a COAD, determining how your Extension program will participate is crucial. The following capacity assessment questions can help you determine if this is a good fit for Extension.

1. List the hazards and risks the county faces. Most of this information can be obtained through your local emergency management agency.
2. List the needs of the disaster survivors that a COAD can address.
3. List the capabilities that a COAD can provide to address those needs.
4. List the skills that Extension can provide to the community that will assist in the development and coordination of a COAD.
5. Estimate the amount of time Extension staff can provide to the development and on-going coordination of a COAD.



Fig. 2. COAD community meeting

Engaging Emergency Management

The COAD is designed as a support mechanism for emergency management to allow the emergency management personnel to respond to the disaster while the COAD focuses on the recovery process. A COAD without an engaged emergency manager will not function as intended. At the beginning of a COAD development process, the emergency manager or designee should be part of the planning process.

Experienced emergency managers will know where the greatest need has been during past disasters and what potential committees or annexes the COAD should consider as they are forming. The emergency manager may have lists of people who have assisted over time, and processes that have been used successfully that can be incorporated into the committee plans. These may include volunteer documentation and donations management procedures.

Since the COAD committees function as support to the emergency manager and the disaster response process, the emergency manager should have one person (the COAD Chair) to notify that resources are needed; in other words, activating appropriate COAD committees. Once the committees have been activated, the emergency manager can return to the role of response, and the COAD structure can begin operationalizing for that disaster.

The COAD committees, while generally operating in recovery, need to collaborate with the response function and the Incident Command Structure (ICS) in place for the disaster event. For this reason, COAD members are encouraged to complete ICS Courses 100, 200, 700, and 800, which are available free of charge online at <https://training.fema.gov/nims/>. These courses address the response structure for emergency management from the local level to the federal level, and provide COAD participants a greater understanding of the complexity of the disaster response.



Cindy Brown, Emergency Manager for Henderson County, Illinois

"Having a COAD within Henderson County expands the capacity of our communities to recover from disasters. As a one-person Emergency Management shop in a rural county, the COAD assists me in having the recovery activity plans in place and gives me a core group to plan and execute training exercises through full simulation exercises. They truly help expand the team."

Getting Started

Once you have determined you have the capacity to assist with a COAD Development Project and have met with the area Emergency Management staff, you will have several decisions to work out with the core team.

What geographic area will the COAD serve?

The COAD can cover a single community, a county, or multiple counties. The decision should be made with knowledge of the population base, potential services needed, and the volunteer base. Typically, the decision is made knowing the communities and how well they work together. In rural areas, the multi-county approach often works well, since many of the agencies serve multiple counties. It is possible to start with one county and add counties as the COAD gets more organized.

How often will the COAD meet?

While this might seem like too much detail, it is important to plan for how the COAD will work. This is important to get buy-in from the participants. Most people are not comfortable committing to a vague concept, but might be willing to commit if they are asked to attend a monthly meeting for the first six months, and then quarterly meetings once the COAD is established. The location should be comfortable and easily accessible for participants. Extension offices are often a good option, and can provide accessible meeting rooms with good AV capabilities and internet connections.

Who will serve as the Chair/Facilitator for the organizing process?

Establish a contact person before the first meeting; then you can elect a chair or facilitator after the organization gets going. Do not elect the Emergency Manager, as then people will expect that person to lead the COAD. Since the COAD is a support function for the Emergency Manager, they should be in attendance, but someone else should take the leadership role for organizing. This will allow the Emergency Manager to serve in an advisory role to the COAD, which is appropriate and sets up the system you want to use during and after a disaster.

Suggestions for Those to Invite to the COAD

Deciding who to invite to your first COAD meeting is an important step and dependent on your local resources. Below is a list of suggestions. It is not intended as an exhaustive list but as a place to start your brainstorming efforts. For more ideas, consult social services or community resource directories for your area.

Faith-Based Organizations

- Local Ministerial Alliance
- Chaplain Corps
- Southern Baptist
- United Methodist
- Convoy of Hope
- Mennonite
- The Salvation Army
- Catholic Charities

Neighborhood Organizations

- Community foundations/organizations
- Local Ham Radio Operators
- Farmers Markets
- HOAs
- Local Historical Societies
- Neighborhood Watch Groups
- Social Media Groups

Government

- Local fire department
- Local law enforcement
- State VOAD
- Water Districts
- County and City Officials
- Local Economic Development Agencies
- Local Public Works
- Solid Waste Agencies
- Local Levee Districts
- Public Health Agencies

Civic Organizations

- Rotary
- Lions
- Elks
- Kiwanis
- Veterans of Foreign Wars
- American Legion
- Philanthropic Education Organization (PEO)
- Professional Business Women's Association (PBWA)
- Habitat for Humanity

Schools and Educators

- Extension
- Local Career Centers
- Local High School Guidance Counselors
- Local College/University, Trade School Teachers/Professors
- Vocational Rehabilitation
- Retired Teachers and Administrators
- Local School Administration
- Higher Education Resources (Universities, Community Colleges, Seminaries)

Suggestions for Those to Invite to the COAD (cont.)

Non-Profits

- Disability organizations
- Centers for Independent Living
- Senior/Aging Agencies
- AmeriCorps
- Retired and Senior Volunteer Program (RSVP)
- American Red Cross
- Legal Services/Local Attorneys
- United Way
- Hospitals
- Advocacy Organizations

Businesses- Depending on focus of Committee

- Chambers of Commerce
- Mobile/ Wireless Communications Companies
- Agricultural Companies (Farm Bureau network)
- Real Estate Agents

Collaborate with Community Emergency Response Team (CERT) and Medical Reserve Corps (MRC)



Fig. 4 Taylorville, IL Tornado



Fig.3 Ft. Meyers, FL Hurricane



Fig. 5 Nebraska Snow Storm

Organizing a COAD

COADs need an organizational structure. This structure can be formal with a board of directors, management team, and staff, or informal with committees made up of representatives from the community. A COAD also needs a fiscal agent. The best choice is to identify an existing organization to serve as the fiscal agent. Another option is for a COAD to become a stand-alone 501(c)(3).

From an Extension perspective, a COAD with an informal, collaborative structure makes sense because it is flexible and more sustainable than a formal organization such as a 501(c)(3). A 501(c)(3) requires permanent staffing and strict adherence to governmental reporting.

Collaborative Network with Fiscal Agent

For most COADs, an informal, collaborative structure is enough to accomplish goals without burdensome organizational maintenance. The COAD requires a Fiscal Agent or sponsor to apply for grants and disaster recovery funding along with fiscal management for the COAD.

Examples of Fiscal Agents include local community foundations, United Way, community action agencies, social service nonprofits, and other local nonprofit network groups. Extension and other government agencies would not be able to serve as the Fiscal Agent.

A formal memorandum of understanding (MOU) would be established between the COAD and Fiscal Agent. As part of the MOU, a nominal fee would be assessed by the Fiscal Agent to manage funds. A 501(c)(3) operating as a Fiscal Agent for a COAD may assess an administrative fee ranging from 0.5% to 2% of managed funds on an annual basis. The best Fiscal Agents have larger staff and are familiar with grant management. The MOU includes how the Fiscal Agent and COAD work together, what financial activities the Fiscal Agent undertakes, and reporting. The Fiscal Agent should be included as a member of the COAD leadership team and provide timely fiscal reports to the membership as part of the meeting agenda.

Benefits of this type of collaborative network structure with a Fiscal Agent include recruitment of members to serve on committees/annexes. A flexible organizational structure allows for COADs to continue during non-disaster times without the necessity for permanent staffing and financial operations required for a 501(c)(3). 501(c)(3) organizations are regulated by the Internal Revenue Service (IRS) and must comply with tax code, including filing Form 990 annually.

State and local governments may also require 501(c)(3) compliance and reporting. This may make forming a 501(c)(3) more complicated, and a lawyer should be engaged if the COAD wants to go that route. To maintain operations, a 501(c)(3) must dedicate time to fundraising and securing grants. If a COAD has a 501(c)(3) designation, it may be put in the position of competing against its own members for donations. 501(c)(3)s are not allowed to lobby.

Organizational Documents

Bylaws and operating guidelines detail how an organization or group operates. Choosing to develop bylaws or operating guidelines depends on what the COAD membership prefers.

Bylaws are required for 501(c)(3)s. Bylaws or operating guidelines state the purposes and procedures for how a COAD functions. They should include:

- Name of the organization, official address of organization, and geographical area served by the COAD
- Purpose of organization/mission statement
- Membership – who and how organizations can become members, determination of conflicts of interests, voting rights, quorum definition, membership fees (if any)
- Meetings – meeting schedules, how agendas/meeting minutes will be distributed, quorum definition, how meetings will be conducted
- Officers and roles
- Nomination process
- Governing/Executive Committee
- Committees/standing committees
- Budget and finance
- How to make amendments and revisions to bylaws or operating guidelines

Memoranda of Understanding

For COADs organized as collaborative networks, MOUs are important tools. An MOU defines a relationship and is used by government agencies, nonprofit organizations, and businesses. It outlines the agreement between two or more parties and describes the mutually accepted expectations between parties. The MOU does not imply a legal commitment and MOUs are not legally binding.

COADs use MOUs to manage relationships with partner organizations. Relationships with fiscal agents are laid out in MOUs. Other types of MOUs may focus on relationships with disaster case management providers; organizations operating disaster relief funds for a community; and facilities or locations that might be used as a shelter, donation center, or volunteer reception center during disasters.

MOUs can be established for sharing services/supplies between organizations or identifying physical locations for emergency shelters (human and animal), donation centers, and volunteer reception centers. Plan and secure these locations before a disaster happens, if possible.

Consider what happens if sheltering operations need to move to a new site during a disaster, and the COAD does not have an MOU for the facility. COADs need to be flexible and ready to reach out to the network of COAD members and partners in emergency management, local government, and state and national partners.



Fig.6 Wind Damage to Florida Citrus Trees



Fig. 7 Mississippi River Flood in Illinois

COAD Leadership Structure

The COAD leadership or officer structure should be specified in the organizational bylaws or operating guidelines. The COAD is a collaborative group, so the leaders will come from the community, not the emergency management or government sectors. Emergency managers, law enforcement, health department representatives and other government agency personnel will be key members of a COAD, but during a disaster, these individuals will be focused on immediate disaster response and not the COAD.

The leadership structure of a COAD depends on the number of members and annexes or committees. The COAD should include a Chair, a Vice-Chair, Secretary, and Fiscal Agent representative. If the COAD is organized as a 501(c)(3), a Treasurer serves in place of the Fiscal Agent.

Leadership Roles (Examples):

- **Chair** – Presides at meetings, acts as spokesperson and representative, delegates tasks among members and committees as they arise, convenes meetings, and provides overall leadership for the COAD. In the event of a disaster, the Chair is responsible for activating the COAD or individual committees at the request of local emergency personnel.
- **Vice Chair** – Acts on behalf of the Chair in their absence and monitors relationships with member organizations for adherence to organizational membership principles.
- **Secretary** – Maintains records of the COAD, includes meeting agendas and minutes. The secretary might also be responsible for sending out notices for upcoming meetings.
- **Fiscal Agent/Treasurer** – Maintains financial accounts and makes financial reports to the membership at each regular meeting. The Fiscal Agent or Treasurer ensures adequate records are kept of all receipts and expenditures. The Fiscal Agent or Treasurer makes available all financial records for review. Minutes are maintained to verify deposits and expenditures for audit. A copy of the minutes and audit are kept on file at the COAD's business address or in a password-protected cloud-based system.

A Chair should be appointed to each annex/committee. The Committee Chair is responsible for setting meeting schedules, recruiting members, determining meeting agendas, and reporting to the general membership at regular meetings.

Larger COADs might consider an Executive Committee that consists of the Officers, Committee Chairs, and Emergency/Law Enforcement personnel who focus on fiscal matters and setting topics and agendas for general membership. COAD general membership should meet at least quarterly. Committees should also meet at least quarterly, or plan meetings based on needs or requirements and projects.

Functional Areas for a COAD

The functional areas of a COAD are based on the risks the community faces locally and in their region. The COAD should consider the organization's capacity, available expertise, and engagement of the community in disaster recovery when deciding which functional areas or annexes/committees to focus on.

The following are examples of functional areas of annexes/committees. However, a COAD may have committees that have different functions than those listed below.

Agriculture

Supports agricultural systems to ensure producers, organizations and communities have access to disaster-related information and resources. Works with social services networks and government agencies to address food insecurity, distribution, and safety.

Animal Management

Coordinates shelters and care for companion animals, exotic pets, and livestock.

Donations Management

Collects and distributes in-kind donations received during a disaster.

Emotional and Spiritual Care

Fosters awareness of disaster-related emotional and spiritual needs and concerns. Identifies and implements programs supporting public education supporting community and individual resilience.

Long-Term Recovery Committee (LTRC)

Coordinates the long-term recovery of the community impacted by disaster. In this role, the LTRC will locate and develop resources, with the Funding Fiscal Agent, and then effectively deploy them consistently and confidentially. Case Management is a function of LTRC. Works to address the community's unmet needs after a disaster.

Mass Care

Identifies and coordinates sheltering and care resources for people. This can be undertaken through affiliated organizations such as the American Red Cross and others.

Program Outreach, Education and Membership

Identifies, develops, plans, and hosts training for the COAD. This includes short educational training courses for COAD meetings and working with other committees to promote membership through community presentations and outreach.

Public Information and Communications

Supports the outreach and public relations for the COAD.

Volunteer Management

Focuses on two primary types of volunteers: 1) those that volunteer during blue skies (when disasters are not occurring); and 2) spontaneous volunteers that self-deploy to a disaster. Develops plans and policies supporting volunteer recruitment, referrals, and documentation.

Committee Planning Documents

A plan for each annex/committee should include:

- **Purpose/Scope** - What is the role of the annex/committee and why is it necessary? What is the mission of the committee?
- **Responsibilities** - What tasks will the committee be responsible for undertaking during both “blue sky” times and disaster situations?
- **Procedures** - How will the committee meet its mission and complete the responsibilities identified above?
- **Activation** - How will the committee be notified of activation and what are the next steps once an activation alert has been given?
- **Members** - Identify the Chair and committee members

Review and update annex/committee plan documents regularly, especially when roles, members, and programming/policies change. See page 26 for an example of a COAD organizational flow chart.

Evaluation Hot Wash

The Hot Wash serves as an after-disaster briefing for all parties involved to analyze what worked well, what needs improvement, and who is responsible for corrective improvements or actions. The discussion should have separate components for each committee activated during the disaster.

It is crucial that participants respond honestly and openly during the discussion. It is recommended that a trained facilitator manage the discussion and set ground rules. The intent of the process is not to assign blame or make excuses, but rather an honest assessment of the operations of the COAD, with recommendations for improvements.

The process includes suggestions for improvement based upon the experience of the group. Operationalizing plans can help to identify gaps and weaknesses that can be corrected before the next time the plan is implemented. Sample prompts for the discussion on what needs improvement can include:

Purpose: What should have happened?

Results: What did happen?

Causes: What contributed to the difference?

Implications: What can we learn from this situation?

The Hot Wash can provide the opportunity to continually improve the operations of the COAD committees and recovery efforts for the community!

A sample Hot Wash template is included in this manual on page 25.

Keeping COAD Members Engaged

Each COAD will need to determine how to stay active when disasters are not occurring. Below are some exercises and drills that might be useful to keep COAD members engaged. Included in this resource are ideas or program pilot sites used to keep members engaged, as well as an array of materials to assist Extension staff in planning.

- Trainings
- Exercises
- Community preparedness events
- Educational material development
- Other community activities (e.g., smoke detector installations, fair booths)



Fig.8 Abby Lilpop presenting on managing volunteers

Resource Links

- **Extension Disaster Education Network (EDEN):** <https://extensiondisaster.net/hazard-resources/community-economic/community-organizations-active-in-disaster/>
- **FEMA National Recovery Framework:** <https://www.fema.gov/emergency-managers/national-preparedness/frameworks/recovery>
- **Indiana COAD Manual:** <https://extensiondisaster.net/wp-content/uploads/2019/07/coad-guidance-manualjan2012.pdf>
- **Missouri COAD Manual:** <https://sema.dps.mo.gov/programs/documents/mo-coad-manual.pdf>
- **National Voluntary Organizations Active in Disasters (NVOAD):** <https://www.nvoad.org/>
- **Navigating Long-Term Recovery Groups:** Nebraska Extension with Mike Pickrell, FEMA Region VII VAL. YouTube - <https://youtu.be/9kayrofzLwE>
- **NIMS Training Site B (National Incident Management System):** <https://training.fema.gov/nims/>
- **Reach out for Wellness Toolkit:** Includes Disaster Recovery Self-Assessment and Resources. Can be used by anyone. Could be a resource for the Emotional and Spiritual Care Committee in a COAD. <https://extensionwellness.org/wellness-toolkit>

Templates:

Sample Letter of Invitation

(USE APPROPRIATE LETTERHEAD)

Date

Dear _____:

On behalf of [**Organizing Body/Agency**], we would like to invite you to attend an organizing meeting of the [**County/Community/Regional**] COAD (Community Organizations Active in Disasters). COADs, encouraged by both FEMA and IEMA, play the crucial role of coordinating emergency human services at the community level. Each COAD can choose their own functional areas within the list of ten potential areas listed below.

1. Community/Public Health
2. Agriculture Annex
3. Education and Preparedness Annex
4. Citizen Corps Programs
5. Donations Management
6. Volunteer Management
7. Long Term Recovery Committee
8. Emergency Assistance
9. Mass Care
10. Emotional and Spiritual Care

Please plan to join us on [**Selected Date**] at [**Selected Time**] at [**Selected Location**] to learn more about the COAD, and determine whether you and/or other members of your organization would be willing to join our efforts. If you have questions, or are unable to attend but are interested in participating, feel free to contact either of us at the phone or e-mail below, [**Contact Person Name and Title**].

[Signature Line of Organizer]

COAD Development Checklist

Each level includes the items in the level before it.

Below, check the first blank if your COAD has this covered. If an item has a blank line after it, think of an organization which currently does that task or might help in the future.

Organizational Basics

- Familiar faces
- Email group and contact info _____
- Bylaws or guidelines _____
- Officers who are recognized by State COAD
- Open to the entire community
- Meets three to six times per year
- Designated fiscal agent, with an agreement _____

Structural Development

- Explore educational opportunities within the community
- Advocate for disaster resiliency _____
- Website linked to State VOAD _____
- Committees and people trained in:
 - Long-term Recovery _____
 - Disaster Case Management _____
 - Donations Management _____
 - Volunteer management _____
 - Spiritual and emotional care _____

Advanced Development/Engagement

- Previous disaster experience _____
- Plan for disaster response
- Exercise disaster scenarios
- Plugged into local disaster planning and preparedness
- People who can act/respond on behalf of the COAD
- An entity with key stakeholders, policy makers and decision makers, funders, including:
 - Town Councils
 - County Councils
 - First Responders
 - Credentialing System in Place

HOT WASH TEMPLATE*

Donations

Successes	Challenges

Volunteer

Successes	Challenges

Long Term Recovery

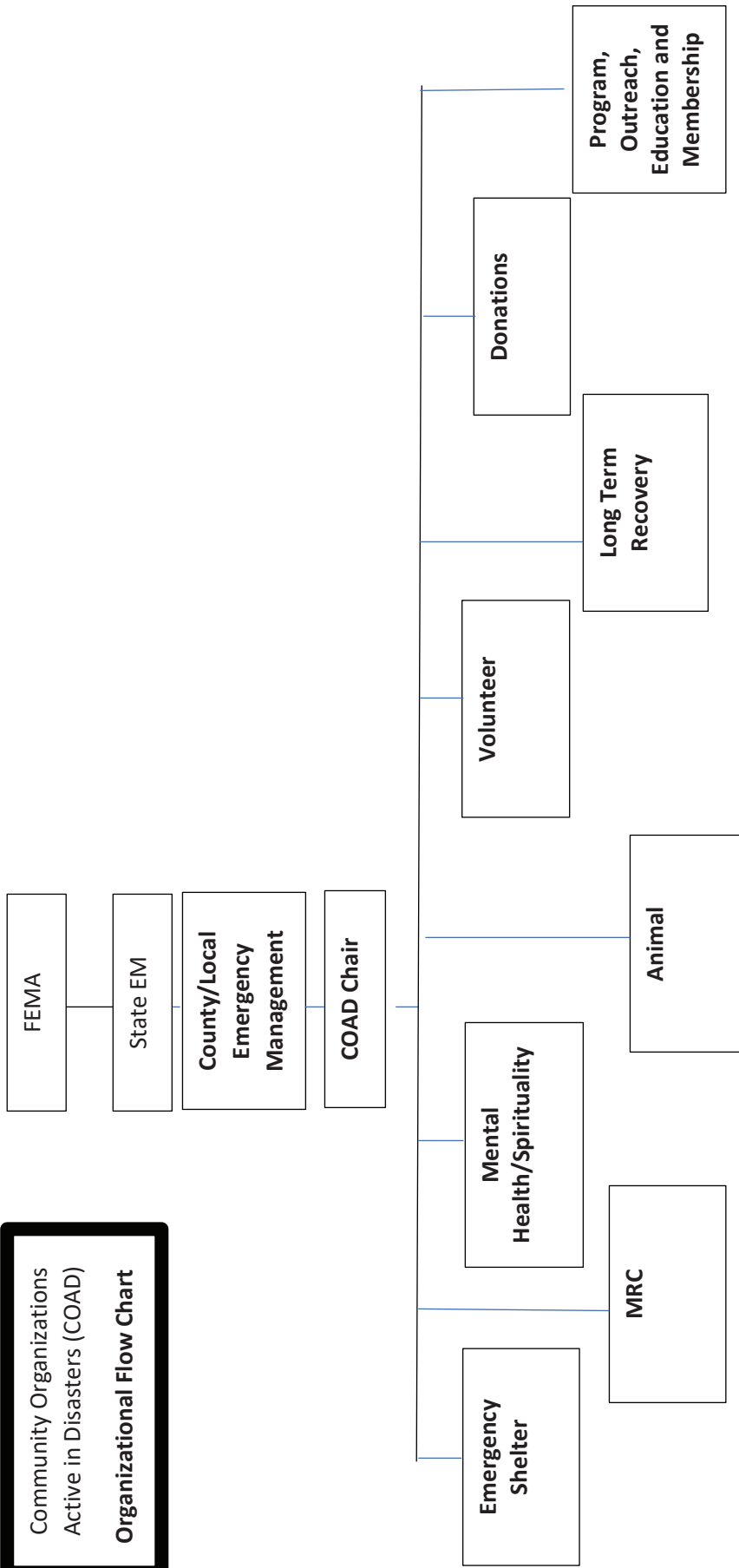
Successes	Challenges

Successes	Challenges

Successes	Challenges

*Add as many blocks as necessary for the committees activated.

**Community Organizations
Active in Disasters (COAD)
Organizational Flow Chart**



Committee members – may be some member agencies that provide services to more than one Committee Plan

Community Risk Assessment

The purpose of this activity is to identify which hazards *could* affect *your* community.

1. Thinking about the past is a good start. What happened previously is a guide to what may happen again. If your county was damaged by an earthquake, even 150 years ago, there exists at least the potential for damaging earthquakes in the future.
2. Think about new information you learned through the risk assessment. Sometimes memories cover too short of a time span to experience potential risk and looking at scenarios and other models can provide an additional perspective.
3. Think about changing conditions in your community, and how the nature of some threats could change over time. This could include the increased frequency of extreme events due to climate change, to changes in vulnerable populations, or the anticipated construction of a new anhydrous ammonia facility that creates the possibility of chemical exposure.

The following is a list of natural and technological hazards that can affect the area. This is not a complete list of threats but is intended as a starting point when completing the local risk assessment activity.

Dam Failure	Drought
Earthquake	Extreme Temperatures
Flooding	Hail
HazMat Spill	Ice Storms
Lightning	Mine Subsidence
Pandemic	Tornado
Wildfire	Winter Weather

Risk Assessment

To rank hazard risk, probability and severity must be determined.

PROBABILITY: a measure of how likely an event will occur

SEVERITY: how much a hazard affects the functionality of society and natural environment

Hazard risk is measured using this equation:

RISK = PROBABILITY x SEVERITY

Criteria for Assessing Probability and Severity

In this activity, we calculate risk by assigning a numerical value to both probability and severity (see tables below). Use these values to calculate risk for each hazard within your community.

Probability	Characteristics
4 – Highly Likely	Event is probable within the next calendar year These events have occurred, on average, once every 1-2 years in the past
3 – Likely	Event is probable within the next 10 years Event has a 10-50% chance of occurring in any given year These events have occurred, on average, once every 3-10 years in the past
2 – Possible	Event is probable within the next 50 years Event has a 2-10% chance of occurring in any given year These events have occurred, on average, once every 10-50 years in the past
1 – Unlikely	Event is probable within the next 200 years Event has a 0.5-2% chance of occurring in any given year These events have occurred, on average, once every 50-200 years in the past

Severity	Characteristics
8 – Catastrophic	Multiple deaths Complete shutdown of critical facilities for 30 or more days More than 50% of property is severely damaged
4 – Critical	Injuries and/or illnesses result in permanent disability Complete shutdown of critical facilities for at least 14 days More than 25% of property is severely damaged
2 – Limited	Injuries and/or illnesses do not result in permanent disability Complete shutdown of critical facilities for more than seven days More than 10% of property is severely damaged
1 – Negligible	Injuries and/or illnesses are treatable with first aid Minor quality of life lost Complete shutdown of critical facilities and services for 24 hours or less Less than 10% of property is severely damaged

Jurisdiction Risk Assessment

Using the criteria on the previous page, assign probability and severity for each hazard below, and multiply to calculate the risk. Then, rank order each hazard, "1" being the highest risk, "2" being the second highest risk, and so on.

Hazard	Probability (P) (1-4)	Severity (S) (1,2,4,8)	Risk (P x S)	Rank Order
<i>Dam Failure</i>				
<i>Drought</i>				
<i>Earthquake</i>				
<i>Extreme Heat</i>				
<i>Extreme Cold</i>				
<i>Flash Flooding</i>				
<i>Riverine Flooding</i>				
<i>HazMat Spill</i>				
<i>Mine Subsidence</i>				
<i>Pandemic</i>				
<i>Severe Storms</i>				
<i>Severe Winter Storms</i>				
<i>Tornado</i>				
<i>Wildfire</i>				

**TEMPLATE LONG-TERM RECOVERY COMMITTEE
MEMORANDUM OF UNDERSTANDING**

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

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

The [Insert LTRC Name] will:

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

The [Insert Agency Name] will:

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

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

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

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

Printed Name

[Insert LTRC Name] Representative

Signature

[Insert LTRC Name] Representative

Date: _____

Printed Name

[Insert Agency Name] Representative

Signature

[Insert Agency Name] Representative

Date: _____

FISCAL AGENT AGREEMENT
between
(COAD NAME) Community Organizations Active in Disasters
and **(LOCAL NGO)**

This agreement, made this ___ day of _____, ____ (year), is between the [COAD Name], hereinafter referred to as “COAD,” and [Agency Name], hereinafter referred to as “Fiscal Agent.”

I. Purpose of Agreement

Due to the nature of COAD’s business, COAD has requested to designate a fiscal agent to administer grant and donor funds donated to COAD/Long Term Recovery Committee. Hence, Fiscal Agent has been designated as the fiscal agent for COAD/Long Term Recovery Committee.

II. Duration of Agreement

This agreement shall become effective _____. This agreement shall be effective through _____, and will be reviewed for renewal bi-annually, or until earlier terminated according to the provisions herein. Extension of the agreement will require a minimum 90 days written notice in the form of an amendment specifying the new agreement period and signed by both parties. All other terms of the agreement shall remain in effect unless otherwise specifically amended.

III. Responsibilities of Fiscal Agent

Fiscal Agent shall provide the following services for the COAD funds for which it is acting as fiscal agent:

- A. Deposit non-governmental grant and private donor funds into Fiscal Agent’s account at a local financial institution.
- B. Issue payments on behalf of COAD as needed to fulfill obligations of COAD. Payments shall be issued to the individual, vendor, business, or other entity identified by COAD, in the amount specified by COAD, and to the address provided by COAD. Payments shall typically be issued on the 10th and 25th of each month or as needed to keep all obligations of COAD current.
- C. Keep and coordinate financial information for reporting as required by funding agent or regulation.
- D. Maintain separate accounting records and financial statements for COAD funds that, at a minimum, include the following: balance sheet, statement of revenue and expenditures, and detailed expenditure reports as requested by COAD.
- E. Submit quarterly financial statements when there has been account activity, to COAD for review and approval by COAD. Statements shall be submitted in a format agreed to by COAD and Fiscal Agent.
- F. Services will be provided for ___% of gross revenues received by Fiscal Agent on behalf of COAD. Additionally, actual reasonable costs incurred on behalf of COAD (marketing, postage, office

supplies, etc.) shall be reimbursed to Fiscal Agent by COAD. Reimbursements of these expenditures will require review and reasonable approval by COAD.

- G. In the event of a large-scale disaster which may require substantial and/or extraordinary support and/or resources, a meeting will be held between COAD and Fiscal Agent to discuss consideration of additional resources to fund Fiscal Agent's services for COAD.
- H. Fiscal Agent will not assume any debt or guarantee any debt in the name of COAD.
- I. Review and approve on a bi-annual basis the Fiscal Agent Agreement and extend or terminate the agreement as deemed necessary.

IV. Responsibilities of COAD

- A. Review and approve on a quarterly basis the financial statements submitted by Fiscal Agent.
- B. Review and approve on a bi-annual basis the Fiscal Agent Agreement and extend or terminate the agreement as deemed necessary.

V. General Provisions

- A. Amendment of Agreement: This agreement shall be amended only upon written agreement of both parties.
- B. Renegotiation Clause: In the event there is a revision of Federal regulations, state laws, or administrative rules and this agreement no longer conforms to those regulations, laws, or rules, all parties will review the agreement and renegotiate those items necessary to conform to the new regulations, laws or rules.
- C. Termination of Agreement
 - 1. Termination by COAD: Causes for termination during the period of the agreement are:
 - a. Failure of Fiscal Agent to complete or submit required reports.
 - b. Failure of Fiscal Agent to make financial and statistical records available for review by COAD or other authorized party.
 - c. Failure of Fiscal Agent to abide by the terms of this agreement.

If any of the above occur, COAD shall provide written notice to Fiscal Agent requesting that the noncompliance be remedied immediately. In the event that the noncompliance continues fifteen (15) days beyond the date of the written notice, COAD may either immediately terminate the agreement without additional notice, or enforce the terms and conditions of the agreement and seek any legal or equitable remedies.

- 2. Termination by Fiscal Agent: Causes for termination during the period of the agreement are:
 - a. Failure of COAD to provide service fees described herein.

If any of the above occurs, Fiscal Agent shall provide written notice to COAD requesting that the noncompliance be remedied immediately. In the event that the noncompliance

continues fifteen (15) days beyond the date of the written notice, Fiscal Agent may either immediately terminate the agreement without additional notice, or enforce the terms and conditions of the agreement and seek any legal or equitable remedies.

3. Upon notice: Either party may terminate this agreement by providing 90 days written notice to the other party.
4. In the event this agreement is terminated for any reason, Fiscal Agent shall immediately issue payment of all funds held by Fiscal Agent on behalf of COAD to _____.

D. Signatures on this page indicate the parties have read and accept the contract provisions as stated. This Agreement may be executed in counterparts, each of which shall be deemed an original but all of which shall constitute one and the same instrument.

(Name of COAD)
Chair

Executive Director
(Agency Name)

Board Treasurer/ Fiscal Agent
(Agency Name)

Notes:

Notes:

EDEN  // **EXTENSION DISASTER
EDUCATION NETWORK**