

# TRIBAL COAD TOOL KIT



# TRIBAL COAD TOOL KIT

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[AdlerDisasterConsulting.com](http://AdlerDisasterConsulting.com)

[Emergency Operations Center \(greatplaintribalhealth.org\)](http://EmergencyOperationsCenter(greatplaintribalhealth.org))

[Emergency Management Institute - National Incident Management System \(NIMS\) \(fema.gov\)](http://EmergencyManagementInstitute-NationalIncidentManagementSystem(NIMS)(fema.gov))

[PWNA: Who We Are - Partnership With Native Americans \(nativepartnership.org\)](http://PWNA:WhoWeAre-PartnershipWithNativeAmericans(nativepartnership.org))

### **Resource Links**

[Tribal Affairs | FEMA.gov](http://TribalAffairs|FEMA.gov)

[FEMA Assistance for Tribal Governments | FEMA.gov](http://FEMAAssistanceforTribalGovernments|FEMA.gov)

[Region 7 | FEMA.gov](http://Region7|FEMA.gov)

[Region 8 | FEMA.gov](http://Region8|FEMA.gov)

[Federally recognized Indian tribes and resources for Native Americans | USAGov](http://FederallyrecognizedIndiantribesandresourcesforNativeAmericans|USAGov)

[Tribal Data, Information, and Resources | CDC](http://TribalData,Information,andResources|CDC)

[TribalFootprintsBrochure\\_General.pdf \(nicoa.org\)](http://TribalFootprintsBrochure_General.pdf(nicoa.org))



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[Plan Ahead for Disasters | Ready.gov](#)

## **Tribal Nations in South Dakota**

**Cheyenne River Sioux Tribe**  
**Crow Creek Sioux Tribe**  
**Flandreau Santee Sioux Tribe**  
**Lower Brule Sioux Tribe**  
**Oglala Sioux Tribe**  
**Rosebud Sioux Tribe**  
**Sisseton-Wahpeton-Oyate**  
**Standing Rock Sioux Tribe**  
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## Foreword

This Toolkit is intended to assist Tribal Nations in Iowa, Nebraska, North Dakota, and South Dakota establish Community Organizations Active in Disaster (COAD) to aid your community in providing services during every phase of the disaster cycle. An effective and successful COAD will provide community education, assessment, training, and planning. This is a guide for Tribal members to follow to help your relatives and promote community awareness throughout your Tribal Nation. It is intended to engage emergency management, citizens, spiritual leaders, non-profit organizations, businesses, civic organizations, and government agencies to aid your people to proactively mitigate, prepare, respond, and recover from a disaster. It is a flexible structure that is to be modified to fit the needs and culture of your community. This guide encompasses material to provide for understanding of disaster basics, introduction of the COAD concept, COAD development, COAD infrastructure, strategic and operational planning, sustainability, and evaluation. Attachments, templates, resources, and training opportunities are also provided.

## Introductions

The NVOAD Long Term Recovery and Points of Consensus provides a basic infrastructure for standards of practice and has been incorporated into this guide. In addition, various trainings held by SD VOAD Members, UMCOR, Catholic Charities, Church World Service, LDR and Affiliates, FEMA, EMI and many others have assisted in mentoring and providing a basis of knowledge and/or research for this curriculum. The guide was developed by Adler Disaster Consulting for the Emergency Operations Center, Great Plains Tribal Leadership Health Board.

### Great Plains Tribal Leaders' Health Board – “So the People may live.”

Information was provided from [Home | Great Plains Tribal Leaders' Health Board \(greatplainstribalhealth.org\)](http://greatplainstribalhealth.org)

Established in 1986, the Great Plains Tribal Leaders' Health Board (GPTLHB) is an organization representing the 18 tribal communities in the four-state region of South Dakota, North Dakota, Nebraska, and Iowa. Serving as a liaison between the Great Plains Tribes and the various Health and Human Services divisions, including the Great Plains Area Indian Health Service, GPTLHB works to reduce public health disparities and improve the health and wellness of the American Indian peoples who are members of the 18 Great Plains tribal nations and communities.

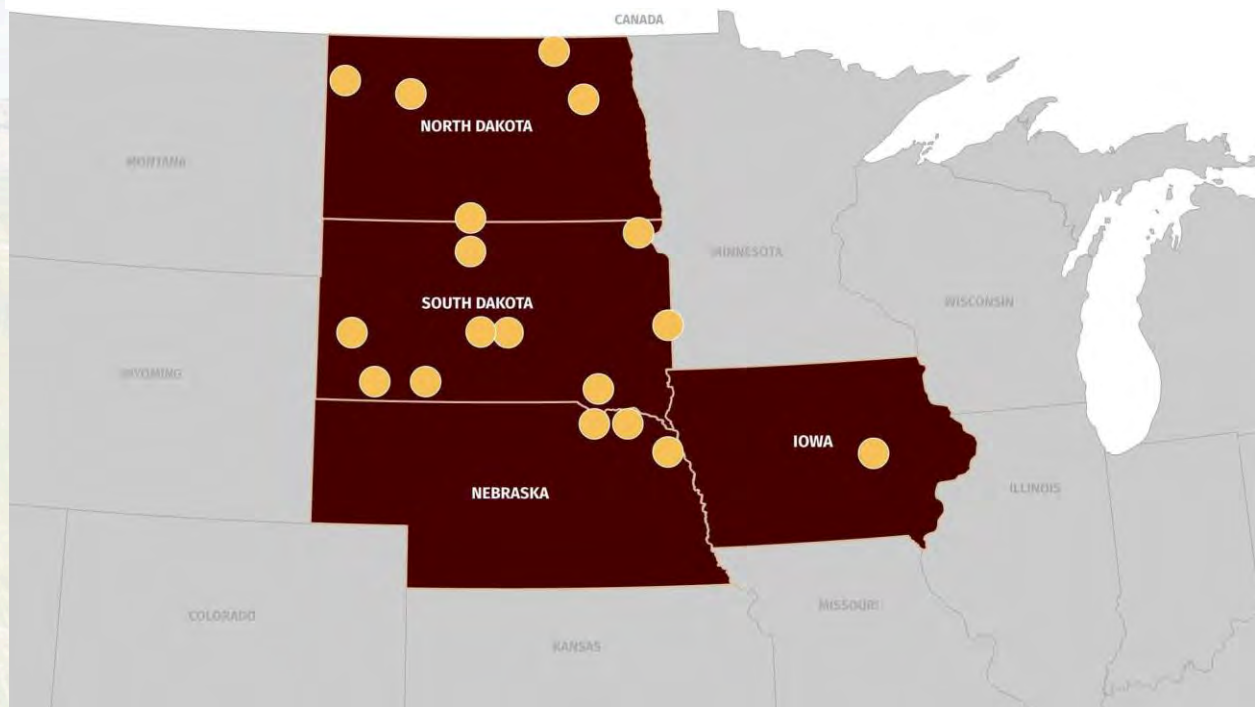
GPTLHB vision that all tribal nations and communities in the Great Plains will reach optimum health and wellness through lasting partnerships with health organizations and embrace culturally significant values that are empowered by tribal sovereignty. United under the GPTLHB umbrella, our tribal constituents can compete for population-based grants and resources that may not otherwise be available to them. Through GPTLHB, tribes are empowering themselves to address their individual health resource needs in an effective way. GPTLHB vision is that all tribal nations, communities, and citizens achieve optimal wellness through the embrace of traditional cultural values, innovative and holistic healing practices, strengthened by tribal sovereignty. We honor the relatives we serve, by upholding cultural values, through the practice of:

- **Prayer:** We seek the guidance and wisdom of the Creator in our service to others.
- **Respect:** We honor the people we serve by treating them with dignity.

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- **Generosity:** We seek to serve with selflessness and a giving heart.
- **Truth:** We seek to act with honesty and integrity, earning the trust of those we work with and serve.
- **Fortitude:** We build upon the strength and courage of our ancestors to improve healthcare for future generations.
- **Compassion:** We seek to bring kindness, understanding, and love to those we serve.
- **Humility:** We humbly commit to a path of learning and growth.

GPTLHB mission is to improve the wellness of our people by providing quality healthcare, public health services, advocacy, and support in partnership with the tribal nations of the Great Plains area.



## We are Warriors Emergency Operation Center Program

Information was taken from [We Are Warriors Emergency Operation Center Program \(greatplainstribalhealth.org\)](http://greatplainstribalhealth.org)

### Improving Disaster Readiness in the Great Plains

GPTLHB was awarded a \$3 million CDC grant to assist Great Plains tribal nations in responding to the COVID-19 pandemic and to develop and expand emergency preparedness capacities. The We are Warriors Emergency Operations Center (EOC) provides support to our Relatives in Pennington County and our member tribes throughout the Great Plains. Our focus now is on serving tribal programs, clinics, hospitals, and other emergency management teams in the Great Plains by providing PPE, cleaning supplies, technical assistance, and other essential resources. We also focus on supplying food and cleaning supplies to our relatives in Rapid City, who have tested positive for COVID-19.

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## Emergency Management

### Definition

Emergency management is the managerial function charged with creating the framework within which communities reduce vulnerability hazards and cope with disasters.

### Vision

Emergency management seeks to promote safer, less vulnerable communities with the capacity to cope with hazards and disasters.

### Mission

Emergency management protects communities by coordinating and integrating all activities necessary to build, sustain, and improve the capabilities to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.

### Principals

#### Emergency management must be:

- **Comprehensive:** Emergency managers consider and take into account all hazards, all phases, all stakeholders, and all impacts relevant to disasters.
- **Progressive:** Emergency managers anticipate future disasters and take preventive and preparatory measures to build disaster-resistant and disaster-resilient communities.
- **Risk-driven:** Emergency managers use sound risk management principles (hazard identification, risk analysis, and impact analysis) in assigning priorities and resources.
- **Integrated:** Emergency managers ensure unity of effort among all levels of government and all elements of a community.
- **Collaborative:** Emergency managers create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.
- **Coordinated:** Emergency managers synchronize the activities of all relevant stakeholders to achieve a common purpose.
- **Flexible:** Emergency managers use creative and innovative approaches in solving disaster challenges.
- **Professional:** Emergency managers value a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship, and continuous improvement.

## Adler Disaster Consulting Services - [adlerdisasterconsulting.com](http://adlerdisasterconsulting.com)

Lisa Adler, Adler Disaster Consulting CEO, has worked in the social services field since 1996 providing services to families throughout the Midwest, including Tribal Nations in South Dakota, North Dakota, Nebraska, and Montana. She has project managed hundreds of projects and programs, many with budgets exceeding a million dollars. Disaster preparedness, mitigation, recovery, and response are critical training components for every community and business to consider.

With over 25 years of experience, Lisa has developed and implemented training for Tribal Nations, community groups, nonprofits, businesses, and Tribal Emergency Management offices. Her training courses are based on NVOAD best practices and are a result of working with many partners to refine and improve services provided throughout the disaster cycle.

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Lisa has been an active member of South Dakota Voluntary Organizations Active in Disaster (SD VOAD) since 2003 and served as the President of SD VOAD from 2011 to 2018. During times of disaster in South Dakota and across the USA, she is often sought out for consultation, leadership, training, and coaching. Under Lisa's leadership, SD VOAD became a leader in disaster response throughout South Dakota and an active member of National VOAD. In addition, during this period of leadership, SD VOAD membership increased through the development of local, state, and national partnerships. In May 2017, SD VOAD was awarded the NVOAD Innovative Program of the Year Award for work done in response to the Delmont Tornado, as well as disaster response on three South Dakota Reservations (Lower Brule, Crow Creek, and Pine Ridge). In 2011, she received the Marvin Kemp Award from the South Dakota Counseling Association for outstanding leadership in the counseling profession.

Currently, Adler Disaster Consulting services has offered trainings and mentoring/coaching opportunities that are built on National VOAD Points of Consensus, collaboration of best practice standards and years of experience that are tailored to specific community needs in the disaster preparedness, mitigation, response, and recovery.



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## Disaster Basics

**What is a disaster?** A disaster is a serious disruption, occurring over a relatively short time, of the functioning of a community or a society involving widespread human, material, economic or environmental loss and impacts, which exceeds the ability of the affected community or society to cope using its own resources. - Wikipedia

Disasters may include hurricane, tornado, windstorm, flood, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snow or ice storm, wildfire, explosion, acts of public violence or terrorism, or other human-caused or technological events involving toxic and/or radiological materials, etc.

“The impact that a disaster has on a community and the ability of that community to recover defines an incident as an emergency and/or major disaster. The emergency management system in the United States depends on the ability of local government to provide the first level of response. Should the magnitude of the incident require a response/recovery effort that exceeds the resources of the community, the local government may request assistance from the next level of government. This process continues to the state and ultimately to the federal level.” -NVOAD Long Term Recovery Guide

## Types of Disaster Declarations

**Undeclared Disasters:** The majority of disasters in the United States are undeclared and do not receive assistance from state, tribal or federal governments. In undeclared disasters, local communities work with the help of the city and county emergency responders, local businesses, churches, civic, non-profit organizations, and state VOADs (Voluntary Organizations Active in Disaster). These groups typically form a COAD (Community Organization Active in Disaster) and access local resources to meet unmet needs. When there are not sufficient resources to meet all the unmet disaster-related needs, the COADs work with NVOAD partners and other disaster response programs to secure needed resources.

**State or Tribal Declared Disasters:** When the community’s unmet disaster-related exceeds the local community’s capacity for recovery, state and/or tribal governments have an opportunity to respond to the emergency needs of their citizens. To do this, the state and/or tribal emergency management department collaborates with the COAD and other partners in the community to develop and implement an Emergency Operations Plan (EOP). This plan addresses response and recovery coordinated efforts. If the severity of the disaster is significant enough to require state or tribal coordination of resources, the governor of a state or the tribal chairman/president can declare a state of emergency, activating the state or tribal EOP. Once a state of emergency has been declared, the full resources of the state or tribe can be accessed to respond to the incident. The governor can also activate dollars for assistance to homeowners through the state housing department funds for both state and tribal declared disasters.

**Federally Declared Disasters:** “*The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended (the Stafford Act)* was enacted to support tribal, state, and local governments and their citizens when disasters overwhelm local capacity. This law establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available, and sets the conditions for obtaining that assistance. “ - NVOAD Long Term Recovery Guide  
Once the Governor of the State or the Tribal Chairman have declared a disaster, they can request, local, state, tribal and federal officials conduct a joint Preliminary Damage Assessment (PDA) to estimate the extent of the disaster damage and its impact on individuals as well as community infrastructure. This can also be done separately for the State Government and Tribal Government, depending on the desire of the Tribal Council. The PDA documents the severity of the disaster and the impact on disaster survivors and the impacted community to determine if additional resources are needed for the disaster-related

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unmet needs. This means that local, state and or tribal resources are not sufficient for the disaster response. The Stafford Act provides for a variety of disaster-related programs. Not all are activated in every federally declared disaster, but only if the programs specific thresholds are met according to the federal guidelines. For current/past declared disasters go to <https://www.fema.gov/disasters/grid/> and enter in specific information regarding state/tribal government, incident type and dates to narrow search parameters.

*-Excerpts from NVOAD Long Term Recovery Guide*

## **FEMA Assistance for Tribal Governments | FEMA.gov** notes the following regarding Major Disaster Declarations:

*In addition to assistance available to tribal governments under the nationwide emergency declaration, tribal governments have the option to request assistance available under a Presidential major disaster declaration. Every state in the country has received a major disaster declaration, which means every tribal government in the country is covered by a major disaster declaration.*

*A tribal government may choose to pursue assistance under a major disaster declaration:*

1. **As a Subrecipient under a state declaration:** *All states are Recipients for Public Assistance; tribes have the option of working with the state(s) that they are located in and requesting assistance as a Subrecipient.*
  - *Tribes that are Subrecipients do not need to request a declaration or execute a FEMA-Tribe Agreement or submit a Public Assistance Administrative Plan.*
  - *Subrecipients do not have the grant and program administration responsibilities of a Recipient.*
  - *Tribal Subrecipients under a state declaration will receive the same FEMA assistance programs that have been authorized for the state.*
  - *Tribal Subrecipients that were under a state for the nationwide emergency declaration will automatically be included as Subrecipients under the state's major disaster declaration.*
2. **As a Recipient under a state declaration:** *Each tribe has the option of signing a FEMA-Tribe Agreement and becoming a Recipient.*
  - *Tribes that are Recipients have additional requirements and responsibilities for program and grant management and administration (e.g., Public Assistance Administrative Plan, program and accounts start up, applicant briefing, project formulation, documentation, closeout, etc.).*
  - *Tribes that are new to FEMA assistance and interested in working directly with FEMA should read FEMA's [New Recipients of Disaster Grants Guide](#) and consult with FEMA regional Recovery Division staff to understand the typical legal and administrative requirements of being a Recipient.*
  - *A new FEMA-Tribe Agreement will be required, even if a tribe has already completed a FEMA-Tribe Agreement under the nationwide emergency declaration.*
  - *As a Recipient, a tribe will have a direct relationship with FEMA and will receive assistance autonomously from the state or states in which they are located.*
  - *Tribal Recipients under a state declaration will receive the same FEMA assistance programs that have been authorized for the state.*
3. **By requesting a direct declaration on behalf of the tribal government:** *Each tribal government has the option of requesting a major disaster declaration directly to the President through FEMA.*



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- *As the 56 major disaster declarations are currently constituted, tribal governments will not receive any additional assistance, beyond what is already available to them if they opt to be a Recipient, if they pursue their own major disaster declaration.*
- *More information about the declaration request process may be found in the [Tribal Declarations Pilot Guidance](#).*
- *The President has the sole discretion to declare major disasters.*
- *Tribes that are Recipients have additional requirements and responsibilities for program and grant management and administration (e.g., Public Assistance Administrative Plan, program and accounts start up, applicant briefing, project formulation, documentation, closeout, etc.).*
- *Tribes that are new to FEMA assistance and interested in working directly with FEMA should read FEMA's [New Recipients of Disaster Grants Guide](#) and consult with FEMA regional Recovery Division staff to understand the typical legal and administrative requirements of being a Recipient.*
- *A new FEMA-Tribe Agreement will be required, even if a tribe has already completed a FEMA- Tribe Agreement under the nationwide emergency declaration.*
- *Tribes that are Recipients will have a direct relationship with FEMA and will receive assistance autonomously from the state or states in which they are located.*

To retrieve data regarding disaster declarations for Tribal Nations use the link provided. This allows access to historical data and trends. [Disaster Declarations for Tribal Nations | FEMA.gov](#)

## **Tribal Sovereignty**

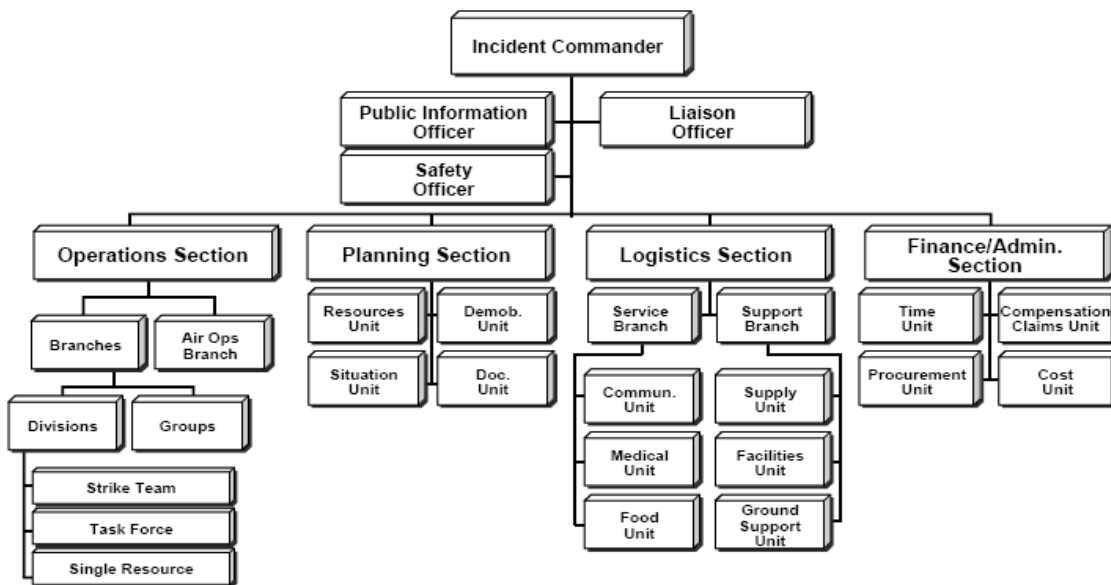
Tribal sovereignty is the inherent right or power of tribes to self-govern, within the borders of the U.S., with certain established federal limitations. The Constitution and federal law grant tribal nations more sovereignty than is granted to states or other local jurisdictions. This allows for a government-to-government relationship between the Tribal Nation and the United States. The [Tribal Emergency Preparedness Law \(cdc.gov\)](#) notes *"In addition to exercising political sovereignty, tribes exercise cultural sovereignty through traditions and religious practices unique to each tribe's history and culture."* Cultural sovereignty *"encompasses the spiritual, emotional, mental, and physical aspects" of Native people's lives and is a foundation to tribal exercise of political sovereignty.*

There are pros and cons for a Tribal Nations to request a Presidential Disaster Declaration separate from the States Declaration. The primary advantage is the Tribal Nation will be in control of the dollars available and the process used to address the disaster. The primary disadvantage is the Tribal Government typically have less resources (equipment, manpower, and matching-dollars) to manage the declaration and may not be able to meet the required threshold for the disaster declaration based on rural area and population. [Tribal Declarations Pilot Guidance Fact Sheet \(fema.gov\)](#) provides a detailed overview of both processes and how to navigate the decision-making process.

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## Incident Command System

The Incident Command System (ICS) is a standardized approach to the command, control, and coordination of emergency response providing a common hierarchy within which responders from multiple agencies can be effective. -Wikipedia The Incident Command System is used during times of disaster to aid in response and recovery. This allows the event to be managed effectively, while providing better control and allowing for increased safety. It is a flexible system that can be tailored to each unique community and event. It provides for three basic needs. First it identifies the person in charge of the operations, the Incident Commander. Secondly, it allows for the work to be divided into specific tasks that are then are managed and supervised by a content expert. Finally, it allows for the staging of response resources. The training for Incident Command Systems can be provided through your Tribal Emergency Management Office or through NIMS.



## Federal Disaster Systems – FEMA.gov

The Federal Emergency Management Agency provides two main types of assistance following natural disasters.

**Individual Assistance** is provided by the Federal Emergency Management Agency (FEMA) to individuals and families who have sustained losses due to disasters. Outlined below is a brief description of individual assistance programs that may be provided.

Homeowners, renters, and business owners in designated counties who sustained damage to their homes, vehicles, personal property, businesses or inventory as a result of the disaster may apply for disaster assistance.

Disaster assistance may include grants to help pay for temporary housing, emergency home repairs, uninsured and underinsured personal property losses, and medical, dental, and funeral expenses caused by the disaster, along with other serious disaster-related expenses.

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Disaster assistance grants are not taxable income and will not affect eligibility for Social Security, Medicaid, medical waiver programs, welfare assistance, Temporary Assistance for Needy Families, food stamps, Supplemental Security Income or Social Security Disability Insurance.

As a FEMA partner, the U.S. Small Business Administration (SBA) offers low-interest disaster loans to businesses of all sizes, private non-profit organizations, homeowners, and renters. SBA disaster loans are the primary source of federal long-term disaster recovery funds for disaster damages not fully covered by insurance or other compensation. They do not duplicate the benefits of other agencies or organizations.

**Public Assistance** can fund the repair, restoration, reconstruction or replacement of a public facility or infrastructure damaged or destroyed by a disaster.

FEMA will provide a reimbursement grant of 75 percent of eligible costs, with the state and local governments sharing the remaining 25 percent of costs. Eligible entities include state governments, local governments and any other political subdivision of the state, Native American tribes, and Alaskan Native Villages. Certain private nonprofit organizations, such as educational, utility, irrigation, emergency, medical, rehabilitation, and temporary or permanent custodial care facilities also may receive assistance.

Although funds are awarded to government entities and nonprofits, the Public Assistance program is intended to benefit everyone — neighborhoods, cities, counties, and states. Public Assistance dollars help clean up communities affected by disaster-related debris, repair the roads and bridges people use every day getting to work and school, restore utilities and water, repair hospitals, restore emergency services, rebuild schools and universities, and restore playground equipment in public parks.

**Federal Disaster Programs** There are several federal disaster programs that can be implemented if there is Federal Declaration (refer to the Federal Disaster Assistance Response and Recovery Programs: Brief Summaries via this link [Federal Disaster Assistance Response and Recovery Programs: Brief Summaries \(fas.org\)](https://www.fas.org)). There is also a Federal Disaster Programs excerpt from the NVOAD Long Term Recovery Guide. This is a list of typical programs: FEMA, Housing Assistance, Other Needs Assistance, FEMA Disaster Legal Services, Disaster Unemployment Assistance, FEMA-Crisis Counseling Program, FEMA-Disaster Case Management Program, FEMA – Hazard Mitigation, National Disaster Recovery Framework, Small Business Administration, USDA Rural Development Program, National Emergency Grants, US Department of Housing and Urban Development (HUD), Registration for Military and Civilian Personnel, Health and Human Services – Social Services Block Grant, and Internal Revenue Service.

**FEMA Tribal Liaison and Regional Voluntary Agency Liaison (VAL) Role** [Tribal Affairs | FEMA.gov](https://www.fema.gov/tribal-affairs)  
[FEMA Assistance for Tribal Governments | FEMA.gov](https://www.fema.gov/fema-assistance-tribal-governments) [Region 7 | FEMA.gov](https://www.fema.gov/region-7) [Region 8 | FEMA.gov](https://www.fema.gov/region-8)

The Tribal and Regional VALs build relationships among Federal, State, and tribal governments and voluntary, faith-based and community-based organizations by reporting to and from FEMA and other government agencies on programs of organizations active during disasters, providing information and guidance to voluntary organizations, assisting States in strengthening State Voluntary Organizations Active in Disaster (VOADs), and supporting the development of Community Organizations Active in Disasters. The VAL mission is “to ensure survivors and their Tribal Nation benefit from a coordinated, comprehensive emergency management effort integrating diverse stakeholders including voluntary, faith-based, and community-based organizations”. – FEMA.gov

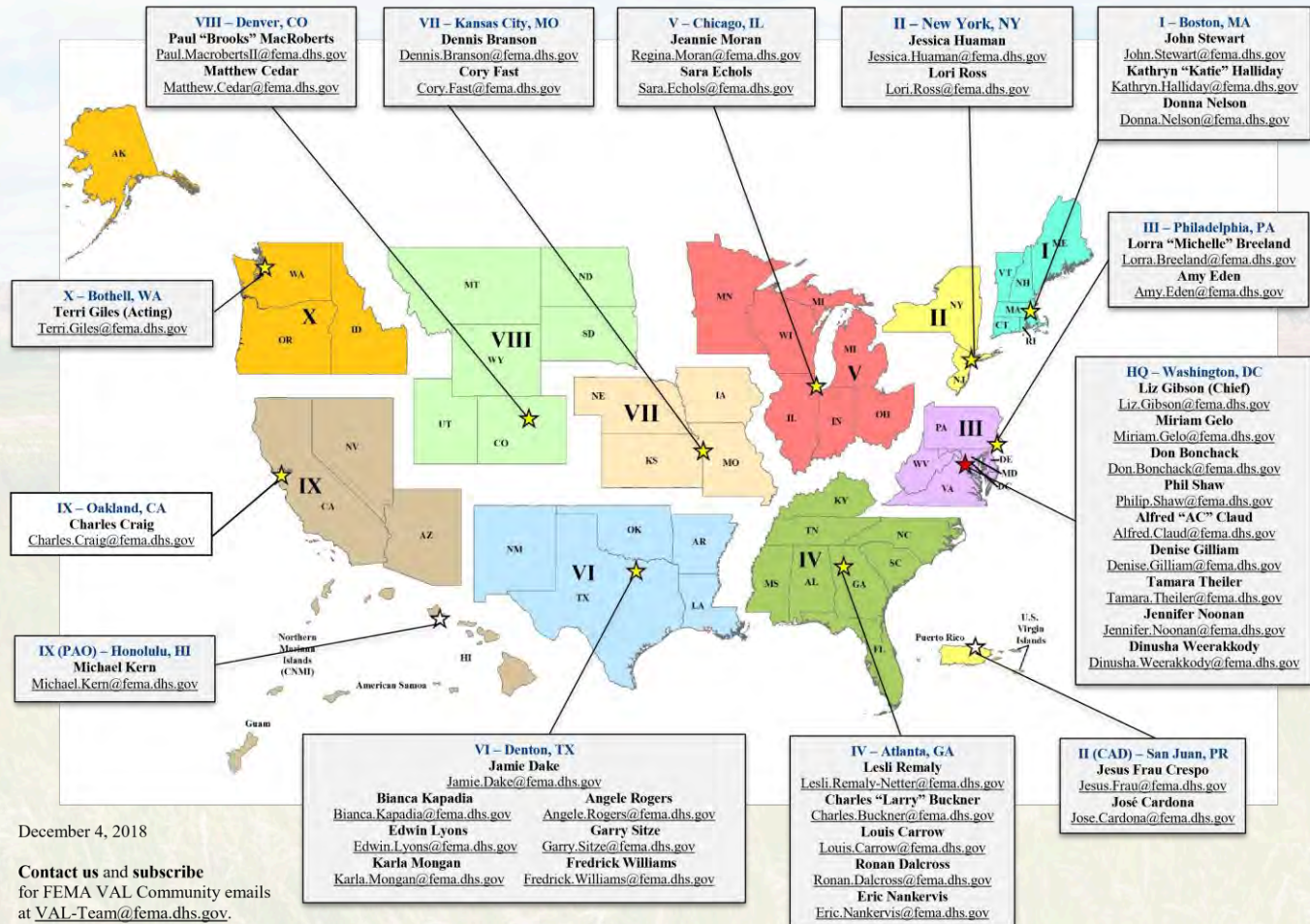


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Voluntary Agency Liaisons empower the community by providing education, subject matter expertise, and technical assistance. The community is then able to build a long-term recovery group capable of providing several services creating successful recovery for the disaster survivors.



## FEMA Voluntary Agency Liaisons



Source: FEMA.gov

### National Voluntary Organizations Active in Disaster (NVOAD) [About Us](#) | [VOAD \(voad.org\)](http://voad.org)

NVOAD, an association of organizations that mitigate and alleviate the impact of disasters, provides a forum promoting cooperation, communication, coordination, and collaboration; and fosters more effective delivery of services to communities affected by the disaster. This is a National Nonprofit Organization that collaborates with Federal Government Programs and provides Points of Consensus for those voluntary agencies that provide services throughout the disaster cycle.

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## Tribal Disaster Systems

- Tribal Office of Emergency Management (OEM) or Emergency Management Agency (EMA) and Incident Command System (OEM): The general mission for OEM/EMA is to protect citizens and their property from the effects of natural, manmade, and technological disasters. This is done through the four phases of the disaster cycle: Preparedness, Response, Recovery, and Mitigation.
- Incident Command System: The Incident Command System (ICS) is a standardized approach to the command, control, and coordination of emergency response providing a common hierarchy within which responders from multiple agencies can be effective. -Wikipedia
- Tribal Council, Tribal departments, and structures: Many tribal departments provide necessary resources and services during times of disaster. These are different for each Tribe depending on the Tribal Council, Tribal department structure and task assignment.
- Tribal nonprofit organizations such GPTLHB and PWNA.
- [Indian Health Service | Indian Health Service \(IHS\)](#) can provide Critical Incident Stress Debriefing (CISD)

## State Disaster Systems

- State Office of Emergency Management (OEM) or Emergency Management Agency (EMA) - The general mission for OEM/EMA is to protect citizens and their property from the effects of natural, manmade, and technological disasters. This is done through the four phases of emergency management: Preparedness, Response, Recovery, and Mitigation. This office provides for emergency response and management through the state by use of the incident command system and following the National Disaster Recovery Framework.
- State Voluntary Organizations Active in Disaster (VOAD) - State VOAD, an association of organizations that mitigate and alleviate the impact of disasters, provides a forum promoting cooperation, communication, coordination, and collaboration; and fosters more effective delivery of services to communities affected by the disaster. \*This is an organization separate from Federal Government Programs
- State Voluntary Agency Liaison- State Voluntary Agency Liaison provides leadership to communities following a disaster by connecting all levels of government, voluntary, faith-based and community organizations to support the development of a long-term recovery group. Voluntary Agency Liaisons empower the community by providing education, subject matter expertise, and technical assistance. The community is then able to build a long-term recovery group capable of providing several services creating successful recovery for the disaster survivors. For information regarding the State VOAD go to the websites hosted by NVOAD. [State/Territory VOADs | VOAD \(nvoad.org\)](#)
- Other state departments and structures - Many state departments provide necessary resources and services during times of disaster. These are different for each state depending on the state structure and task assignment.

## Local Disaster Systems

- City/District/County Emergency Managers and City/District/County Departments - Emergency Managers work in the county office of emergency management providing leadership and utilize the incident

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command system to protect citizens and property from the effects of natural, manmade and technological disasters through preparedness, response, recovery, and mitigation.

- Community Organizations Active in Disaster(COAD) - COADs are a **local organization that brings together stakeholders interested in building better prepared and more resilient communities**. They can consist of a coalition of organizations ranging from the national to the neighborhood level.

Members often include:

- Local Disaster Response and Recovery Partners
- Local Businesses
- Local Nonprofits
- Local Churches and Ministerial Associations
- Community Action Teams
- Long term recovery groups
- Civilian Emergency Response Teams (CERT)

## Phases of Disaster



**Mitigation:** Actions taken to reduce property damage, injury, or loss of life because of a disaster.

**Preparedness:** Developing a plan, training on the plan, perform exercises regarding the plan, and updating the plan on a regular basis.

**Response:** First Responders (Police, Fire, EMT...) and Early Responders (Agencies who are feeding, sheltering, distributing supplies...) for the purpose of Safety, Sanitary, Secure and Functional.

**Recovery:** Work toward permanent solutions to survivor needs that can last for a few weeks or in excess of one year

## Source: Quora.com

Preparation is key to the successful recovery after any disaster. It minimizes disaster impact by providing a plan for the community and its members to be adequately prepared in their home, business and governmental roles to respond to and recover from a disaster.

The response is not only about the restoration of structures, systems, and services but can disaster survivors recover from their losses, met their disaster-related unmet needs, and sustain their physical, social, economic and spiritual well-being.

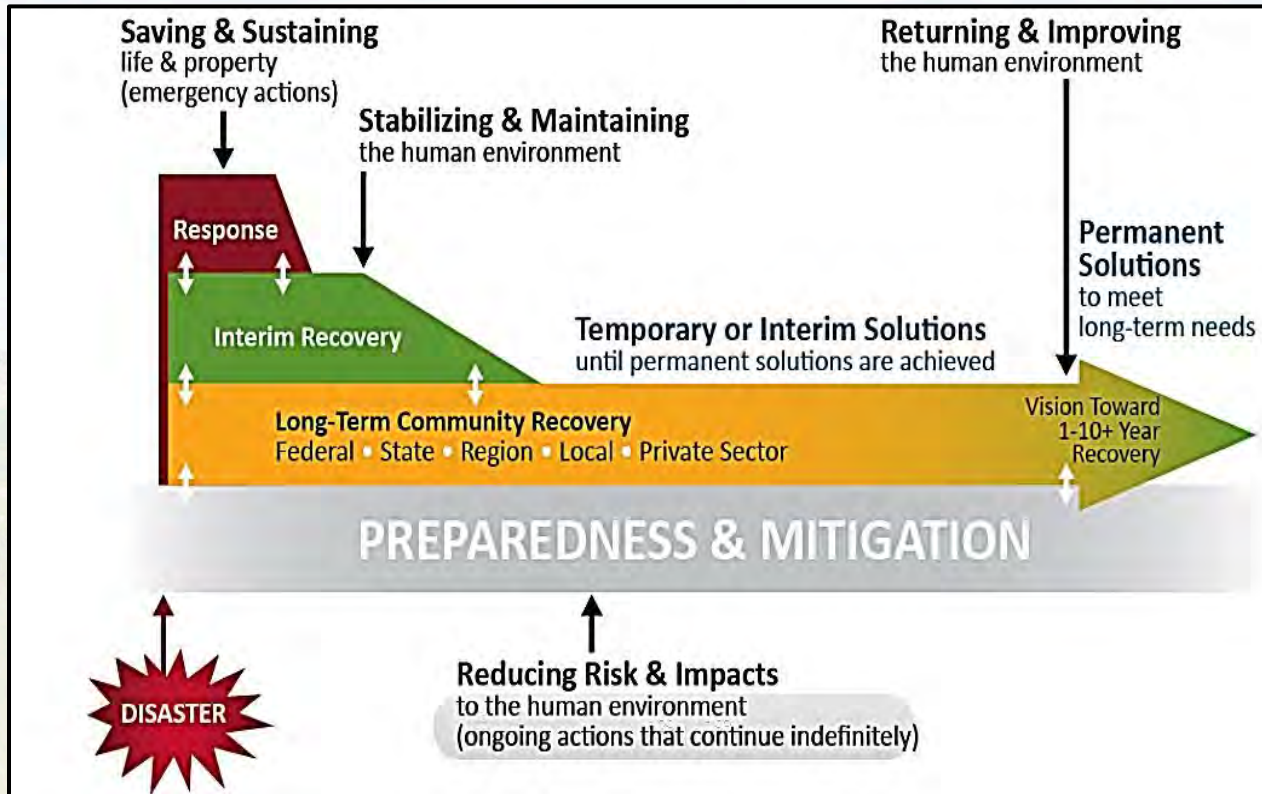
Recovery services help the community in the development resources to assure its most vulnerable receive support for their disaster-related unmet needs. Recovery is designed to help the community and the disaster survivors efficiently, strategically and successfully recover to a new normal.



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Mitigation happens before, during and after a disaster. Mitigation can significantly lower the negative impact of future disasters. All four of these phases interlace and happen simultaneously.

## Disaster Cycle



Source: FEMA.gov

There are many ways to view the disaster cycle. Though the disaster (at the bottom) precipitates the community's reaction toward recovery, preparedness, and mitigation (grey line) should be happening before, while responding and after a disastrous event. The early emergency and relief (maroon and green) portions of response are aimed at saving lives and stabilizing structures to prevent further damage. Recovery (orange line) is much longer indicative of the expanded length of time needed for the community to recover.

The response phase is focused on securing safety and involves activities like rescue and first responders. The interim recovery phase is focused on setting a secure foundation and involves activities such as assessment, demolition, and initial clean up. The long-term community recovery is focused on helping people and communities regain their new sense of normal and involves activities like muck out and rebuilding. The benefit of volunteers increases as you move through these phases, with recovery being the greatest phase of volunteer impact.

## Special Considerations for Tribal Nations

Tribal Nations often lack the resources of manpower, money, and supplies. Without these resources, disaster unmet needs are not adequately addressed leaving our people more vulnerable. It is critical to develop these

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areas. It takes the development of COADs to aid in making this happen. Each phase of the disaster can have these needs go unmet. For example, in the response phase, there may be inadequate staff to address the needs to respond. A COAD can provide for a trained group of volunteers to aid in meeting these needs. It is critical to track the hours of these volunteers as their time can be used for the matching dollar requirement. To do this a COAD and a system need to be put into place. This in turn saves the Tribal Nation dollars and allows for unmet needs to be addressed that may have otherwise been left undone. As Tribal Nations often are rural and have pockets of population, it can be extremely difficult to set up these systems and provide appropriate training. The COAD structure provides a mechanism to accomplish this.

## **Introducing the Communities Active in Disasters (COAD) Concept**

No two disasters are alike. The impact on each community is different. Our relatives 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 and developing the infrastructure and plan to respond is easier during times of blue sky. Developing resources through a COAD promotes a more effective and timely response to those in need and can dramatically reduce the social and economic impact of the disaster. Collaboration among stakeholders prevents duplication of services.

Developing a COAD provides opportunities for the community to come together to assess potential threats or challenges related to both man made and natural disasters as well as potential acts of terrorism. Once assessed, develop a strong infrastructure and strategic operational plan to provide a wide range of services and resources to mitigate, prepare, respond and recover through a disaster. The COAD concept is based on successful programs utilized by many communities around the country. This process is based on the following understandings.

The Tribal Office of Emergency Management's priority is life safety response operations first, followed by emergency response and recovery services. These services provide for many functions, which may include, disaster health services, mass care (sheltering, feeding, distribution of relief supplies), donation management, emotional and spiritual care, long-term recovery, disaster case management, construction management (rebuilding and repair), volunteer management, animal/pet care and many others. The demand for help can be overwhelming and beyond the ability of resources they have. COADs are developed to partner with the Tribal Office of Emergency Management to aid in bringing additional resources – money, manpower, and material- to aid those most vulnerable. Unfortunately, most Tribal Emergency Management Offices are not well funded or equipped and as a result, need COADs to support the work they do and advocate for them.

Nationwide, the National Voluntary Organizations Active in Disaster (National VOAD) provides aid throughout the disaster cycle through communication, collaboration, coordination, and cooperation. The state Voluntary Organizations Active in Disaster (State VOAD) supports an integrated system of coordination statewide that also promotes communication, coordination, cooperation, and collaboration in all phases of the disaster cycle. Member organizations provide efficient and effective services by organizing efforts before a disaster strikes.

All disasters begin and end locally. At the local community level (city, county, district, regional or reservation wide), Community Organizations Active in Disaster (COAD) or a similar organization may perform the coordination and collaboration of these services. Your community may have existing collaborative entities in place. If these entities exist, do not reinvent the wheel; instead, work with those in the leadership of these

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entities to determine if the goals closely match those of a COAD. If so and the group is agreeable, use the concepts within this guide to aid in tailoring your group to fit your community's needs. Regardless of the title of your group, organizations that collaborate and help coordinate services make our communities better prepared to respond to and recover from disasters. Ensure that there is strong collaboration and coordination with key partners which may include, but are not limited to, local emergency management (County, State, Tribal), other local governmental agencies (City, County, State, Tribal), community organizations, faith-based organizations, land grant extension programs, and public, private, or not-for-profit organizations, and spiritual leaders, etc. The partnerships created among the COAD also enhances community preparedness and resiliency. Partners are encouraged to demonstrate the four core principles as established by National VOAD.

Community members are the first responders in any disaster. While emergency response by professional responders is being organized, community members act immediately, with neighbors helping neighbors. Those affected often need substantial short-term help and long-term support to put their lives back together. COADs that can provide emergency relief in the immediate aftermath of a disaster and later assist in recovery are critical to the successful implementation of disaster services. COAD itself does not provide services to the community, but rather creates a framework to identify existing resources and allows all organizations to work in tandem to provide these services. In addition, these trusted groups are familiar with the neighborhoods so they know where the most vulnerable (children, elderly, disabled) people live and can assist in prioritizing areas that need to be assisted first. COADs that have built their infrastructure and worked closely with emergency management know the best routes for evacuation and are influential in motivating people to act- immediate evacuation of their home, leaving behind belongings, sheltering in place, or going to a designed safe shelter location. Remember these COADs, usually our neighbors, are the first to respond and are still there with us after other response and recovery groups have left.

This highlights the importance of equipping local citizens in every community with basic emergency response and long-term recovery skills. This enables residents to provide time sensitive lifesaving relief to those in need. COADs that provide infrastructure and support are more effective and have greater capacity to serve the community.

## **Community Benefits**

COADs provide basic infrastructure for provision of response and recovery services and affiliate with partners to maximize resources. COADs that have policies and procedures in place are prepared to lead a response and relief effort immediately when the need arises. They serve as support, provide guidance, and order to the often-chaotic post disaster environment enabling collaboration with other local and non-local organizations in providing necessary disaster response and recovery services. It provides fast, accurate, and relevant dissemination of information that is needed to effectively deliver these services. These teams have cultivated important relationships with local emergency management and other partners which enables them to seamlessly implement needed support, emergency services and life saving measures. COADs benefit by the community and its members as it provides the following: connections to other partners active in disaster, provides information about who does what in disaster response and what is available, shares emergency management plans, programs, and services, identifies potential funding sources for member organizations, provides education and training, platform to raise issues and concerns, establishes disaster communications and coordination, and engages joint problem solving. It is also important to note that often times in Tribal Nations there is a fear of outsiders. Engaging community members allows neighbors to help their relatives. Our relatives are more likely to trust and accept assistance from those we know. In addition, many Elders only speak their

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native language. As a result, it is difficult for them to know what is happening, what the resources are and how to access them. COADs can utilize local volunteers that can bridge this gap and help our Elders get the assistance they need. There are many names that COAD go by: Long Term Recovery Groups, Community Action Teams, etc. For the purposes of these trainings, COAD will be the standard used.

The result of engaging a COAD is a more resilient community that met most of the disaster related unmet needs, especially those identified for vulnerable populations. This is accomplished through communication, cooperation, collaboration, and coordination with local, state, tribal and national partners to provide the necessary disaster resources and services.

## Guiding Principles

An association of organizations that mitigate and alleviate the impact of disasters, provides a forum promoting cooperation, communication, coordination, and collaboration; and fosters more effective delivery of services to communities affected by disaster. Eliminate duplication and provide effective resource coordination -money, materials, and manpower –in the disaster cycle (mitigation, preparation, response, and recovery).

Practice the “4C’s” as guiding principles for how we operate and resolve conflict:

**Cooperation** We need each other: we recognize no single organization has all the answers for all the challenges that arise during disasters. We understand that our common goals for a community can be best achieved by working or acting together with a common purpose.

**Communication** We treat fellow members as partners and promote regular sharing of information with our partners and our community. We will listen to each other and deal openly with concerns with appropriate conflict resolution.

**Coordination** Member organizations commit to working together, in a non-competitive manner, toward the goal of effective service delivery throughout the disaster cycle.

**Collaboration** Member organizations establish shared goals and actively work together to achieve specific goals and undertake specific projects throughout the disaster cycle. We form strategic partnerships throughout the disaster cycle. Engaging the whole community and empowering local action will better position stakeholders to plan for and meet the actual needs of a community, while strengthening the local capacity to handle the consequences of all threats and hazards.

\*Adapted from NVOAD Mission and “4 C’s” Guiding Principles

COAD Core Values Cooperation We need each other. No single member organization has all the answers for the challenges we may face. Members are treated as partners. Communication We maintain beneficial channels for correspondence, listen carefully to members and deal openly with concerns. Sharing information among our member organizations about our resources, capacities, accomplishments, and commitments is essential. Coordination We commit ourselves to work together toward a goal of providing the best possible service to those affected by disaster. Through planning and preparation, we facilitate an enhanced response. Collaboration We dedicate ourselves to work together to achieve specific goals. We form partnerships before and during disaster response.

COAD help with:

1. Identifying the unmet needs of the community.

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2. Providing the infrastructure and processes to help identify and seek goods, services, and funds to meet unmet needs.
3. Provides a mechanism to appropriately prioritize and meet these needs.
4. Emphasizes communication, cooperation, collaboration, and coordination of partners.

COADs are built on good practice. To accomplish this the COAD needs to have relevant training and education. There are three core components that are recommended. First, all COAD members should complete these basic courses through FEMA (Federal Emergency Management Agency) **Emergency Management Institute** at [FEMA | Resilience](#) | [National Preparedness Directorate](#) | [Emergency Management Institute \(EMI\)](#):

- IS-100 Introduction to Incident Command System
- IS-200 ICS for Single Resources and Initial Action Incidents
- IS-700 National Incident Management System (NIMS), An Introduction

In addition, several COAD members should complete the Community Emergency Response Team (CERT) training program. This 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 (based on the Incident Command System), 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. To obtain this training contact your local **Tribal Emergency Management Office**. Local organizations, such as **Partnerships With Native Americans**, may also have training resources available. Refer to the training opportunities noted in this Tool Kit.

Finally, NVOAD (National Voluntary Organizations Active in Disaster) Points of Consensus provides standards of excellence for teams to build their basic infrastructure providing support and services starting with community preparation, mitigation, and response. Long Term Recovery and Disaster Case Management training allow the team to be prepared for the response and recovery phase of disaster work. Recovery begins after the disaster incident and may include volunteers for cleanup; disaster case management; establishment of an Unmet Needs Committee; volunteers for the rebuild of safe, essential, secure essential living space; and continues until resources are exhausted or disaster-caused unmet needs are met. All of these promote **communication, coordination, collaboration, and cooperation!** Refer to the training opportunities section of this Tool Kit to aid in development of these areas.

## Activities by Disaster Phase

### Mitigation and Preparedness Activities

- Participation in special mitigation and preparedness events such as severe weather awareness week and National Preparedness Month activities. Host these events during pow-wows and have giveaways that are relevant to the preparedness needs of the individual, family, and community.
- Participation in community disaster education to include individual and family preparedness. This could include exercises that mimic a real-life event. Those that participate could be provided with winter weather emergency kits for their home and/or vehicles.
- Supporting mitigation efforts in the community and in community organizations. Often this includes looking at how to manage the land and waterways to reduce the threat of a disaster and minimize its impact. It is beneficial to look how to incorporate traditional vegetation to aid in this process.
- Promoting specific resilience-building activities within member organizations. This includes focusing on cultural values and norms that represent the Tribal Nations. Incorporate these into building resilience

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within the COAD member organizations and note in the annexes how this is shared with the community and our relatives.

- Education, orientation and training for agencies and individuals involved in the COAD and the public at large; Participation in community disaster planning efforts and creating or developing plans for COAD agencies and community partners. Each annex should accurately reflect how this will impact the Tribal Nation and its people.
- Creating a resource guide of agencies and services that may support disaster operations. This includes local, county, state, and national resources. There should be an emphasis on those that encompass the Tribal Nation's values and work along with the Tribal OEM and Tribal Council to improve the ability of the Tribal OEM to garner resources to effectively address risks and challenges identified during the assessment process.
- Interaction and collaboration with emergency management agencies. This needs to be done between Tribal Emergency Management Offices, with Count and State Emergency Management Offices, and with FEMA.
- Becoming involved with other local groups with common objectives such as the Local Emergency Planning Commission (LEPC), the Local Public Health Agency (LPHA), community organizations, faith-based organizations, disability organizations, and state VOAD to build relationships prior to an event is key to successful COADs.

## Response Activities

- Working directly with local emergency management command and control elements, under the Incident Command System (ICS), to offer or request resources is one of the first acts during response.
- Participating in emergency human services functions as noted in the various annexes via the appropriate committees. A few examples are Donation or Volunteer Management, Disaster Case Management, Emergency Assistance (e.g., emergency home repair, debris removal, damage assessment), Mass Care (e.g., sheltering, feeding, bulk distribution, pet sheltering), Spiritual and Emotional Care, Cultural Preservation, and Administrative Support and Record Keeping.
- Establish ongoing communications with the State VOAD and other local, state, and national partner agencies.
- Support the Local Emergency Operations Center (LEOC) upon request, in conjunction with Emergency Support Functions that the COAD has agreed to be part of. Support function and annexes with Tribal Nation relevant information are examples of this.

## Recovery Activities

- Establish a Long-Term Recovery Committee (LTRC) in the community. Typically, this includes members of the COAD and other partners from county, state, and national levels.
- Support ongoing recovery operations with money, people, materials, and referrals.
- Support ongoing disaster case management, donations management and volunteer management.

## Special Considerations for Tribal Nations:

Some communities may have special consideration or unique nuances that need to be addressed. These can include types of government involvement, cultural considerations, and community barriers. This involves an additional layer of training to address these considerations and nuances specific to that unique Tribal Nation and the governing body. Some examples are working in extremely rural areas, working in Native Communities on and off federally recognized Reservations, working with undocumented populations, and working with those

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that do not speak English. Many people of the Tribal Nations are distrustful of the government. This can make it difficult to gather required data to be able to secure resources. When gathering the data, it must be clearly stated that there is no guarantee of services or resources. There needs to be a realistic expectation of FEMA resources and the limited chance of receiving a declaration. It is helpful to share that the data will also be used to work with other groups and nonprofits to secure additional resources and services.

## COAD Development

### Engaging Tribal Emergency Management and Tribal Council

For a COAD to function properly, it is critical to have the Emergency Manager (Office of Emergency Management) engaged. This allows the emergency management personnel to focus on the emergency with support from the COAD that are trained to do so, while other COAD members focus on the recovery process. Well-functioning COADs involve the emergency manager at the start of the COAD development. This aids the COAD in gaining important data regarding potential hazards in their area of service, past disaster experiences, and where the vulnerable populations are. It also allows the group to access appropriate training and resources that will be available and what is still needed. Committees to address these needs and to develop appropriate annexes to address these needs will be based on the emergency operations plan and the support of Tribal Council and the Districts. The emergency managers will also be able to identify past volunteers and specific operations that have been used in previous disasters that have been effective as well as share past challenges that have been experienced. Typically, the emergency manager is the primary mode of communication with the Tribal Council, assisting the COAD in securing a Tribal Resolution or a MOU. The emergency manager communicates with the COAD chair directly, who then activates the COAD and the necessary committees to address any disasters that occur. This allows the emergency manager to focus on the safety and preservation of life while the COAD begins active operations in the response and recovery phases of disaster. COADs function under the incident command structure.

Often Tribal Emergency Managers have agreements with other tribes for support during times of disaster and during blue sky. This includes sharing personnel, equipment, resources, and knowledge. The community and the COAD need to support the Tribal Emergency Manager in the work that needs to be done and in the resources that are needed to perform the work. This means there should be advocacy for the Tribal Office of Emergency Management to have an appropriate budget that is designated for both blue skies and during times of disaster.

### Engagement, Communication, and Collaboration with Community and Partners

Community engagement is critical to keep the public informed of safety issues, resources, services, and processes. This requires all members of the community to be part of the emergency management team, which should be inclusive of a diverse community; social and community service groups and institutions, faith-based organizations, disability organizations, academia, professional associations, the private and nonprofit sectors, and government agencies who may not traditionally have been directly involved in emergency management. When the community is engaged, it becomes empowered to identify its needs and existing local resources that may be utilized to meet those needs. Identify potential partners and promote inclusion through a joint invitation.

### Leadership and Membership Process



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At the onset of the development of the COAD, speak with the Tribal EM to identify past partners and volunteers. Assess your local resources and start identifying potential partners from the following areas: Faith-Based Organizations, Local Ministerial Alliance, Southern Baptist, United Methodist, Mennonite, The Salvation Army, Catholic Charities, Catholic Social Services, Extension, Local Career Centers, Local High School and Elementary Guidance Counselors, Local Tribal Colleges, Universities, Trade Schools, Teachers/ Professors, Vocational Rehabilitation, Retired Teachers and Administrators, Local School Administration, 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, Planning Districts, State VOAD, Water Districts, County and City Officials, Local Economic Development Agencies, Local Public Works, Solid Waste Agencies, Local Levee Districts, Public Health Agencies - Businesses- Depending on focus of Committee, Chambers of Commerce, Mobile/ Wireless Communications Companies, Agricultural Companies (Farm Bureau network), Tribal Departments, Real Estate Agents Non-Profits, Disability organizations, Spiritual Leaders, Centers for Independent Living, Senior/Aging Agencies, Veterans Programs, AmeriCorps, Retired and Senior Volunteer Program (RSVP), American Red Cross, East River Legal/ Legal Services/Local Attorneys, United Ways, Hospitals, Advocacy Organizations, and CERT.

Volunteer development is critical to the success of the COAD. They accomplish the following:

- Promote existing relationships and develop new relationships that will bring resources into the community to meet disaster-related unmet needs.
- Provide disaster services to accomplish disaster recovery action plan goals.
- Provide services that are culturally appropriate and reach the vulnerable populations in the community.

COAD volunteers consist of non-profits, faith-based organizations, emergency managers, governmental entities, churches, community leaders, concerned citizens, businesses, and a variety of other people or groups. CATs are most successful when there is a group of committed agencies and stakeholders from the local community.

**Remember every disaster begins and ends locally!** COAD Volunteers can provide a variety of services:

- |                                |   |
|--------------------------------|---|
| ✓ CERT Search and Rescue       | ✓ Disaster Case Managers or Supervisors     |
| ✓ Community Assessment Workers | ✓ Construction Assessments                  |
| ✓ Data Entry Workers           | ✓ Construction Managers                     |
| ✓ Volunteer Team Leaders       | ✓ Fundraising Manager                       |
| ✓ Donation Management Workers  | ✓ Emotional and Spiritual Support Providers |

## Role of NVOAD and State VOAD

Communication with NVOAD (National Voluntary Organizations Active in Disaster), State VOAD (Voluntary Organizations Active in Disaster), Churches, Nonprofits, organizations, and businesses regarding collaboration, coordination, and cooperation is critical to prevent duplication of services and wise stewardship of resources. The COAD is a collaborative working group in which all the participants are equal partners united by common goals. All organizations maintain their individual autonomy as members of the COAD. As such, it is important to understand the tasks of the key players and how to effectively communicate both internally and externally. The COAD Leadership will be responsible for determining communication with other external governmental agencies and programs.

The state VOAD will provide a foundation of support and referral source for newly developing COADs. VOADs provide a network of organizations that support collaborative efforts as communities recover. Partner agencies may include but are not limited to local and/or state emergency management agency, civic organizations, other local governmental agencies, social service agencies, university land grant extension programs, faith-based



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organizations, community foundations/organizations, community/public health organizations, information and referral services, mental/behavioral health agencies, disability organizations, and the private sector.

## **Role of Tribal Council, State, County and City Government and Programs**

Communication with the Tribal Council and State, County, and City Government is a key ingredient to the success of your collaboration process. It is important to focus on the collaboration between the OEM and the COAD and how that benefits the impacted communities. This is typically done by developing specific talking points that all agree upon that is then presented to the Tribal Chairman or designee (and Tribal Council if desired) and other governmental agencies to assist in understanding the separate roles of each and the collaboration points. It is important to enter a resolution or MOU with the Tribal Council and other governmental agencies that denotes this understanding and support. COAD Leadership will coordinate with and defer to the Tribal Office of Emergency Management regarding interaction with Tribal Council and District Leadership. Communication processes will be identified in each of the Functions and Annexes of the Operational Plan.

## **Role of Tribal, State and County Emergency Management**

The **Office of Emergency Management (OEM)** holds responsibility of planning for, responding to, and recovering from all manner of disasters, whether man-made or natural. This planning involves the following:

- Engage with a variety of partners from all sectors of government, businesses, non-profits, and citizens/community action teams and providing leadership and planning to assist in the community(s) preparedness and immediate response.
- Provision emergency support functions for the community as identified in the OEM plans.
- Provide leadership and technical assistance in the development of incident and support annexes as identified in the OEM plans.
- Provide leadership and support in Emergency Declarations.
- Provide services as identified by government leadership during emergency declarations.
- Assist COAD(s) in the identification of available trainings, resources, and services available through OEM partnerships. (Examples: FEMA Trainings, Shelter Provisions/Supplies through Federal Programs, Immediate Response Services as deemed appropriate through Tribal Council Directives).

In addition, to effectively manage partner collaborations and to maintain appropriate fiscal oversight of resources, **ONLY** the OEM or related governmental entities may initiate and provide these critical services:

- Federal, State, and Tribal Resources
- Search and Rescue Resources
- Emergency Care Flight Rescue Resources
- Civil Air Patrol Services and Resources
- Office of Emergency Management Declaration Services and Fund Provisions

**COADs** are a vital resource for the community in Disaster Preparedness, Response, and Recovery. It is comprised of local, County, State, National, Tribal and Federal Partners that come together to address the unmet disasters needs of the communities across the Reservation. They mobilize resources and address identified needs in their community. It is a collaborative network. It is neither governmentally driven or non-profit driven, nor is it publicly driven or privately driven. A COAD unites all partners that have a role in the disaster cycle while each organization maintains the right to act independently and retain full autonomy and authority in how they serve their communities.

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The COAD is tasked with the following:

- Participate and perform an assessment of their community to identify the community's strengths, weakness, opportunities, and threats as they relate to Preparedness, Response and Recovery
- Participate in activities to identify collaboration partners and resources on a local, state, and national level.
- Take the learnings from these activities and identify strategic action plan the areas of mitigation/prevention, preparedness, response, and recovery to effectively help meet the needs identified in the community.
- Collaborate with the Office of Emergency Management regarding identified functions and support/incident annexes.
- Collaborate with NVOAD, State VOAD and other organizations to assist in addressing community's needs.
- Collaborate with Tribal Council, District Leaders, and other Tribal Programs through the Office of Emergency Management to assist in addressing community's needs.

## Conflict Resolution

As noted previously, conflict occurs in every disaster. It is important to train COAD members on how to address conflict in an assertive, non-aggressive manner. This includes helping them understand how culture, body language, spatial relations, tone and volume of voice and positioning are all factors that should be considered. Conflict can occur during any of the areas of service provision but seem to manifest during rebuild and repair services and disbursement of donations. Setting up firm policies and procedures with clear criteria and guidelines that are followed are crucial to minimizing the impact of conflict and aid in its resolution. Having a process for complaints and mediation that is overseen by an impartial third party is one component that can assist in this process.

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. These include but are not limited to:

- 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

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- Map the assets of the community

## Special Considerations for Tribal Nations

Many communities are small and composed of families that are competing factions for the limited resources. This creates conflict that needs to be carefully navigated. One way to do this is to ensure that all community members have an opportunity to be part of the process. In addition, since the geographical area of Tribal Nations can have limited areas of commerce and nonprofit organizations, it is important to establish service areas that take this into account. Staging of resources for each of these areas must be a priority to ensure that all Tribal members receive similar services and access.

## Infrastructure Development:

### Determine Governance Structure

1. Fiscal Agent: This type of structure works with an existing 501(c)(3) agency that would be willing to serve as a fiscal agent for the group. This fiscal agent would help to apply for and track any grant money awarded to the group. The fiscal agent policies would be followed for fiscal management.
2. Nonprofit Status: A 501(c)(3) does not require a fiscal agent as the group is responsible for fiscal duties and policies. Obtaining the 501(c)(3) can be a long process, but advantageous if the area has repetitive disasters.
3. Existing nonprofit subcommittee: Working under another group that is doing similar work. Operate under all that group's policies and become a member of that group rather than have a separate entity.  
***Group structure needs to fit the unique needs of your community!***

### Mission Statement

The COAD will identify what geographical area they will cover whether it is a single community, a county, a district, multiple counties or districts, a Reservation, or a regional area. The decision is based on 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- district or regional approach often works well since many of the agencies serve multiple areas. Being specific is important to plan for how the COAD will work and to gain participation from community members. This is a clear and concise statement of purpose of the COAD.

- Establishes alignment of mission and group's actions/services
- Describes who the group is.
- Identifies geographical service area.
- Guides the group's work.

#### Example One:

The Reno Valley LTRG is to provide preparation, response, recovery, and mitigation services to address the disaster-related unmet needs of residents adversely impacted by the disaster in Brown, Marshall, and Potter Counties. We strive to provide service and support to promote healing and wholeness; provide coordinated management of community resources for long term recovery of individuals, families, and rehabilitation of households; to become a sustainable organization to assist in future disasters.

#### Example Two:

The Cheyenne River LTRG will assist residents within the boundaries of Ziebach and Dewey Counties in preparation, mitigation, response and recovery through collaboration, communication, cooperation, and coordination with partners.

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## Bylaws

Bylaws are a critical part of governance as they provide the framework that the group will operate within. They need to include basic core components as identified in the sample bylaws provided.

## Meeting Structure

Roberts Rules of Order, Meeting Agenda and Minutes are necessary to provide structure, guidance, and documentation of COAD business. Membership Confidentiality forms are essential to the effectiveness of a COAD. Identify a consistent day and time of the month for the group to host the meeting. I.e., every third Wednesday at 10 am MT.

## Administrative Policies

Fiscal Policies (required based on typed of governance)

- Fiscal agent policy and procedures
- Budget policy and procedures
- Financial Oversight, Accountability, & Audit

Human Resource Policies (only if hires employees or supervises volunteers)

- General Human Resource Policies
- Hiring Process/ Supervision Process
- Volunteers/Staff Job Descriptions VOLUNTEER AND/OR PAID STAFF

Volunteer and/or paid positions (Local Community Disaster Coordinator, Disaster Case Managers, Volunteer Manager, or Construction Managers) that function for the COAD services can be hired or supervised by partner agencies, these partner agencies may handle the supervision and human resource needs. In some cases, the COAD may need to employ paid staff or supervise volunteer staff. In these instances, the COAD will need to establish Human Resources (HR) procedures and decide how it will hire/supervise positions, who they will work under, and where they will operate from.

Unmet Needs Guidelines and Criteria

- Fair and impartial disbursement of funds
- Priority services to those most vulnerable

Insurance (as determined by LTRG)

- Volunteer Protection Act and Good Samaritan Laws
- Volunteer Liability Waiver or Insurance Policy
- Equipment Liability Waiver or Insurance Policy
- Leadership/Staff Liability Waiver or Insurance Policy
- Building Liability Insurance and Vehicle Insurance

Tribal Resolutions and Memoranda of Understanding (MOU)

For COADs organized as collaborative networks, Tribal Resolutions and MOUs are important tools. Tribal Resolutions provide Tribal Council support for the COAD and the services they are to provide. It acknowledges that they are recognized by the Tribal Nation and approved to seek funding to provide these services. 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

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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.

## Leadership Structure

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. The COAD leadership structure should be specified in the organizational bylaws and operating guidelines. The COAD is a collaborative group, so the leaders will come from the community. Identifying who will be the potential chair of the COAD is important during the development phase. Establish a contact person before the first meeting; then you can elect a chair or facilitator after the organization gets going. This should not be the Tribal Emergency Manager, as the COAD is a support function for the Emergency Manager and should be under another's leadership. This allows the Tribal Emergency Manager to serve in an advisory role to the COAD, which is appropriate and aids in supporting the ICS and work that will need to be done through all phases of a disaster. 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.

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## Committee Structure

### COAD Committees

COAD Committee Structure provides a basic infrastructure that identifies committee tasks regarding the identification of unmet needs for the community, basic service delivery, potential organizations or staffing for the various tasks, training that is available regarding best practices and data collection components and methodology to be shared with partners, funders and the COAD. The sharing is to aid in communication, coordination, collaboration, and cooperation. There are numerous committees that are implemented through the COAD.

The COAD should base committees on the community assessment and unmet needs assessment that was conducted during the initial response and early recovery process. These needs will need to continue to be assessed throughout the process. The current capacity of the COAD members and the areas of unmet needs that are remaining will assist in identifying other potential partners that need to be invited to assist in addressing these unmet needs. Strategic planning is an integral part of this process and should be used when developing the COAD committee infrastructure that will be implemented. Each committee will have defined leadership and tasks and the committees report work done back to COAD.

### Committee Standards of Excellence:

- Committees are based on disaster unmet needs identified by the community assessment and survivor assessment.
- Committees are determined by the local leadership of the COAD.
- Each committee has a local chair and co-chair to lead the committee, gather pertinent information and provide reports to partners, funders, and the COAD.
- Committees have regular meetings, an agenda addressing specific service expectations, data collection, and reporting.
- Confidentiality is a requirement of all committee members to protect the disaster survivors and the COAD members providing the recovery services.
- Committee goals are based on the services that each unique committee member can perform and are related to the overall COAD goals.
- Committee members agree to these specific goals and expectations.
- The COAD provides the final approval of committee goals and unmet needs criteria to ensure most of the COAD members, thus the Committees, agree to the scope of work being performed.
- Committee reports are formally documented and submitted to the COAD to be reviewed during the COAD Meeting.

### COAD Committee Examples, Setup and Training

COAD leadership should be informed about possible training resources for each committee that they plan to utilize. State Emergency Management and other disaster partners have training resources available that can help COADs be equipped to successfully introduce each of these committees to the structure of the COAD.

- Public Relations
- Mass Care
- Donation Management
- Resource Development
- Emotional and Spiritual Care
- Volunteer Management
- Disaster Case Management/Unmet Needs Committee
- Construction Management
- Community Resilience
- Executive
- Administration

### Public Relations Committee

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The community needs to be aware of the work that the COAD is completing and should be updated on the needs that still exist from the disaster. A small Public Relations Committee will ensure that a unified message is being shared to the community and that information is being released in a timely manner. Members typically include the VOAD Chair/President, OEM Public Information Officer, FEMA PIO - if federally declared, and often the Chamber or United Way will provide a staff member to assist with this. Those involved with the committee should be willing to work with the Executive Committee on what should be reported and communicated to the community. They could be the group responsible for any social media accounts (Twitter, Facebook, Instagram, etc.) that are utilized by the COAD. The Public Relations Committee should be creative in their approach to getting information out to the public and open to outside of the box ideas to do so.

Public Relations Committee Responsibilities:

- Respond to calls requesting contact to promote LTRC and State VOAD response/assistance.
- Press releases regarding response and needs.
- Record keeping of all releases and social media.

The Public Relations Committee is charged with the identification of a Public Information Officer that will relay vital information to the public in a timely, organized, and effective manner. An outreach process will be developed and maintained by this committee.

## **Development and implementation of Outreach Plan (Coordinated with the COAD and other Committee Chairs)**

Outreach activities provide a means to gather information about the disaster impacted survivors, to inform the public about what services are available for disaster survivors, and how they can access those services. A primary function of outreach activities should be to identify *vulnerable disaster survivors* that may not be aware of services through typical channels or who may have problems accessing or acting on the information. Vulnerable disaster survivors may be people who are geographically, socially, or culturally isolated or they may be persons with access and functional needs, with physical health limitations or needs, or with emotional needs.

Outreach activities should consider traditional avenues to communicate to the public (e.g., radio, newspaper, community meetings, etc.) as well as community-based avenues depending on the area where the disaster took place (e.g. local religious institutions, social service delivery agencies working in the area, cultural/community-based organizations, etc.). Depending on the situation, home visits may be a necessary component of your outreach activities. You may also need to consider seeking support from others that interact with vulnerable populations to conduct outreach on your behalf (staff/members of religious institutions, service delivery workers, etc.).

All outreach activities should be coordinated with the other active agencies and the office of emergency management providing disaster services. Outreach activities should be reviewed on a regular basis and feedback incorporated to improve the effectiveness and appropriateness of outreach.

The outreach, assessment and intake processes can be fluid. Outreach can take place at the same time as assessment and intake. For example, if your outreach plan includes home visits or community meetings, it may be expedient for the same volunteer/staff member to conduct the assessment and possibly the intake at the same time. This will depend on the outreach plan and the context of the disaster. Monitor and modify Outreach Plan based on challenges and opportunities that arise.

## **Mass Care Committee**

Mass Care is often needed immediately after the disaster has happened. The length of time that Mass Care is active depends upon the level of impact that the disaster had on the community but typically ends during the

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response phase. It is important to understand the role of the Mass Care Committee to prepare for future disasters and to determine if there is still a need during this disaster.

Mass Care Committee Responsibilities:

- Set up shelter locations and handles calls requesting the need for shelter/housing.
- Mass feeding of those in the shelter
- Provides sheltering for animals (pets, livestock, farm animals, etc.)
- Record keeping of those that have donated food, number of volunteers and volunteer hours, and value of donations for sheltering and mass feeding.

## Donation Management Committee

After a disaster happens, people will want to help. Often, they will want to send personal goods, food, material, gift cards, money, etc. To inventory, store and distribute donations there will need to be a process followed. This is important to be able to recognize donors, make sure the donations get to the appropriate disaster survivors, and the distribution is done in a fair and impartial manner.

Donations Management Committee Responsibilities:

- Management of in-kind and supply donations for disaster survivors
- Record keeping of those that have donated, number of volunteers and volunteer hours, the value of the donation, and record of how items were distributed.

## Resource Development Committee

The COAD will quickly begin to see an abundance of needs and not enough resources to address the needs presented. To address this, the Resource Development Committee is formed to locate resources to address identified disaster-related unmet needs. This often includes members with grant writing experience and fundraising experience. This committee is focused on developing new relationships and utilizing existing relationships to help with the recovery.

Resource Development Responsibilities:

- Calls, emails, and mailings requesting potential donations/fundraising efforts.
- Grant request, sponsorships, social media donations, business donations, general donations
- Coordination with Donations Management and Case Management of donations for families.
- Record keeping of contacts, grants/sponsorships/donations submitted and received, and documentation of fundraising events.
- **Development of Resource Development Plan (Committee Chair or designee coordinates needs with COAD)** Developing a Resource Development Plan is key to working with partners and donors to meet the disaster-related unmet needs of the survivors. The plan helps identify the overall areas of need, potential partners to meet that need, and the primary person responsible to work to secure that resource. There are several areas of unmet needs that are targeted within these categories: donation of dollars, donation of in-kind supplies, personal supplies, construction supplies, household items and supplies, donation of labor,

## Emotional and Spiritual Care Committee

Emotional and Spiritual Care (ESC) is initiated during the early hours after the disaster incident occurs and often is active throughout the disaster response and recovery phases. The trauma of the event influences disaster survivors, first responders, city/county/state workers assisting, volunteers, and even those community members





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that were not directly impacted by the event. ESC is a critical component to have at community events, community/COAD meetings, MARC participation, fundraising events, and celebration events that are related to the disaster. ESC members or volunteers are available to listen to community members, help them process their experience, assist them where they are emotionally in their disaster journey, and refer them to additional services if there is a need. It is never appropriate to use this process as an opportunity to proselytize or move a personal/organization agenda forward.

## Emotional & Spiritual Care Committee:

- MARC Participation
- On-site assistance during events, meetings, and response to calls requesting spiritual or emotional assistance throughout the disaster cycle.
- Refer those needing additional support to appropriate services.
- Record keeping of all these activities.

## Volunteer Management Committee

Often COAD do not have enough cash or funds to pay for the labor that needs to be done to assist those disaster survivors that have unmet needs. To address this, volunteers are often recruited and managed through this committee. Volunteer Management is essential to the success of the community and disaster survivors' recovery. Volunteers often self-deploy from the moments after the disaster incident occurs to aid in response and are actively recruited throughout the response and recovery phases of the disaster. A Volunteer Management Committee is essential in managing these volunteers from the first stage of self-deployment/recruitment, training, work assignment and monitoring of progress. Volunteer Management is in close communication with Disaster Case Management and Construction Management to ensure progress toward meetings the various disaster-related unmet needs are being addressed in a professional manner, at an acceptable standard, that is documented, and is discussed regularly between the three committees to ensure clear and concise understanding and that there will be a quality end product that all will be satisfied with.

## Volunteer Committee Responsibilities:

- Help to gather information and provide an assessment regarding damage to home/buildings.
- Manage self-deployed volunteers.
- Recruit Volunteers both locally and outside of the area to come and participate in the recovery.
- Set up a phone number or email for potential volunteer groups to reach out about their interest in coming to help with the recovery.
- Set up a Volunteer Service Center for groups to complete applications, register volunteer hours for each day, attend required training, receive work assignments, and track progress.
- Provide a volunteer assessment to document the volunteer's skills, level of independence, and ability to help with various tasks (clean up, rebuild, etc.)
- Communicate clearly and concisely with Disaster Case Management and Construction Management about the needs of survivors.
- Document needs for disaster survivors needing assistance with the cleanup, muck out or rebuild.
- Match these needs with appropriate volunteer groups to meet these needs.
- Keep disaster survivors updated on progress towards locating appropriate assistance and potential timeline to receive assistance.
- Development and updating of maps and database, documenting job sites and potential job sites.
- Provide information regarding several locations for lodging for groups coming from outside the area.

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- Make follow-up phone calls for all volunteers and completed projects.
- Assist with Lost and Found
- Assist with volunteer coordination with other committees to meet survivors' needs.
- Record keeping of hours and database information to capture volunteer hours, in-kind donations, numbers of households served, projects completed, etc.

## Disaster Case Management Committee

Disaster Case Management provides for the basic disaster casework and disaster case management process to determine disaster-related unmet needs evident for specific disaster survivors. Once these needs are identified, the worker or manager will provide appropriate referrals to services that are available. If there are remaining unmet needs the disaster survivor(s) are engaged in the disaster case management process and develop a recovery plan specific to their disaster-related unmet needs. The Disaster Case Manager then provides a referral, advocacy, and support to the survivor to assist in meeting the recovery plan goals. Disaster Case Management can be set up either as a volunteer system, through the hiring of professional case managers, or having an existing agency take this role on. It is important for this committee to have completed appropriate assessments to identify the disaster-related unmet needs and share these needs with the COAD to be able to access and fund the resources needed. All resources available in the community are accessed first, remaining needs are referred to the COAD for assistance and once all needs are addressed the case is closed.

### Disaster Case Management Committee Responsibilities:

- Develop criteria, funding/use of community dollars and verify application process with the adoption of this process by the COAD.
- Addresses those disaster survivor's disaster-related unmet needs (financial, clean-up, rebuild, emotional or spiritual support, medical assistance, etc.).
- Maintain confidentiality and discuss cases identified by case number and approve/disprove funding.
- Record keeping of the number of cases, case files, approval of funds.
- **Development of Partner Matrix, Disaster Case Manager Resource Guide and Disaster Survivor Resource Guide (DCM Supervisor/designee develops Resource Guides in coordination with COAD)**

The COAD will review and further develop the Partner Matrix to assist in recruiting and sustaining support in providing disaster services and resources. The Partner Matrix identifies local, state, and federal partners that have access to or provide disaster response and recovery services or resources. Upon completion, the COAD will note what disaster service or resource gaps are present to aid in identification of what needs to be solicited and what additional partnerships need to be developed. The Partner Matrix is provided to the DCM Supervisor and the DCM/Unmet Needs Committee to assist in the development of the Disaster Case Manager Resource Guide and the Disaster Survivor Resource Guide. The Disaster Case Manager Resource Guide notes the current resources and services that only the Disaster Case Manager can access to assist in meeting qualified disaster survivors' unmet needs. The Disaster Survivor Resource Guide lists those services and resources that the disaster survivor can access on their own to assist in meeting their disaster unmet needs.

## DCM/Unmet Needs Committee

Often this is part of the Disaster Case Management Committee. Each COAD needs to have a way for Disaster Case Managers to present the cases with remaining unmet needs. The Unmet Needs Committee is a closed meeting for those involved in DCM or resource disbursement.

Things to consider when establishing an Unmet Needs Committee:

- Each member signs a confidentiality form

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- Include members that have money and resources to contribute to meeting the goals set forth in survivor recovery plans.
- Set the parameters of disaster-related unmet needs your committee will address. This depends on the resources available. Defining this is critical to providing both the Disaster Case Manager(s) and the disaster survivor(s) an accurate picture of assistance that may be received.
- All the cases are presented with non-identifiable information to assure that confidentiality is maintained. This helps engage those survivors who might forgo assistance as they are concerned about their information being made public. It also provides a process that is fair and equitable for all involved.

## **Construction Management Committee**

Construction management provides assessment/estimate, repair and rebuild services for those disaster survivors that have disaster-related unmet needs regarding their home. The goal is to bring the home back to a safe, secure, sanitary, and functional state. The Construction Management Committee works with Disaster Case Management and Volunteer Management to meet the disaster survivors' unmet needs in relation to repair and rebuild needs.

### Construction Management Committee Responsibilities:

- Complete construction assessments/estimates of homes referred to by Disaster Case Management
- Coordinate with DCM and Volunteer Management regarding disaster survivor homes to be repaired and volunteer groups available to work on each project.
- Monitor the equipment and materials needed at each worksite.
- Ensure that appropriate and professional repair/rebuild services are provided.
- Document progress and completion of projects

## **Community Resilience Committee**

Post recovery community resilience is a key ingredient to a successful recovery and the ability to withstand future disasters. All areas of the community should be included in the community resilience plan. During response and recovery, there are often resilience efforts that focus on the disaster-related damage to community parks or venues that promote community involvement that is set as priorities for focused work.

### Community Resilience Committee Responsibilities:

- Assessing the community's resilience and addressing those areas that the COAD deems most appropriate.
- Focus on community resilience regarding economic activities.
- Organize community resilience efforts and community meetings to assure community agreement.
- Create and implement community resilience plan.
- Reporting and documenting activities and outcomes of a community resilience plan

## **Executive Committee**

The executive committee provides leadership and decision-making regarding items that need immediate action and cannot wait until the next COAD meeting. This committee is established in the bylaws and the authority is clearly delegated.

- Provide overall leadership to COAD.
- Focus on ensuring bylaws and mission statement are followed.

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- Handle issues that may need to be addressed immediately outside of COAD regular meetings.
- Reporting and documenting activities and outcomes COAD

## Administrative Committee

This committee is activated if the COAD will need to develop policy and procedures for human resources or other administrative tasks. Activation of this committee occurs during the determination of governance and is clearly outlined by the COAD if needed.

- Provide guidance and adherence to any human resource policy and procedures.
- Focus on administrative tasks identified by the COAD.
- Reporting and documenting activities and outcomes to COAD

## Special Considerations for Tribal Nations

Conflicting families over limited resources highlights the importance of having an unmet needs committee that distributes resources based on an established criteria that is kept private and rarely deviated from. If there is a deviation, it is only after thoughtful and engaging discussion with the unmet needs team and it is then set as a precedent that other instance that met that deviation would get the same treatment. For example, you have a family that had three members with severe medical issues, so instead of just getting one point they get two. Many Tribal Nations are impoverished and have poor housing stock. This adds to the complexity of addressing unmet needs and finding the necessary resources to address these needs. When dealing with rebuild and repair, it is important to engage the cultural preservation department if there will be any disruption of the geographical land. Finally, as we receive donations there must be a documentation process that allows accounting for what was received, how it was secured, how it was distributed, and who it was distributed to. Partners who donate expect this level of accountability and stewardship.

## Strategic Planning

### Assessments

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. Capacity assessment questions can help you determine the communities' potential risks, assets, and challenges.

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.

Existing structures and relationships that are present in the daily lives of individuals, families, businesses, and organizations before an incident occurs can be leveraged and empowered to act effectively during and after a disaster strike.

### Complete Community Assessments:

- ✓ PESTLE and SWOT
- ✓ Ripple Mapping
- ✓ Community Information and Disaster History



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The COAD is charged with the responsibility to do both the community assessment and the disaster survivor assessment to gather relevant data to assist in identification of community and disaster survivor unmet needs. Once these needs are identified the COAD is responsible for determining if the community will be able to provide for these needs or if there is a need to solicit outside partners to provide resources and services for disaster response and recovery. The community assessment provides the relevant history of the disaster and provides the basis of the community's disaster story. The disaster survivor assessment provides the relevant history of how the survivor was impacted and provides the basis for the survivor's disaster story. Both are imperative to document and share with potential partners to promote the understanding of the disaster impact and the resulting disaster unmet needs that are prevalent in the community and the severity of the impact on those most vulnerable in the community.

Typical community assessment data points include (COAD collects this data):

- Disaster Impacted Community: Demographics, Location, and Scope
- Disaster Information: Declaration and Type of Disaster
- Damaged Public Infrastructure
  - Schools; Government Offices, and Programs (State, County, and City), Social Service Agencies (State, County, and City)
  - Utilities, Sewage Systems, Emergency Management Warning Systems
  - Roads, Bridges, Dams
- Number of Homes, Businesses and Nonprofits Impacted
  - Destroyed
  - Major Damage
  - Minor Damage
  - Unknown
- Number of people impacted
  - Number injured
  - Number of deaths
- What and how NVOAD, State VOAD, Local COAD, COAD, disaster response organizations, and nonprofit agencies are responding?
- What unmet needs and challenges have been identified for the vulnerable population?
- What unmet needs and challenges have been identified for resource and fund development?
- Who are available nonprofit and church partners in the area that may be able to fulfill a nontraditional role in the disaster response and recovery?

## **Assessment of affect population and identification of vulnerable populations**

The initial assessment process is to gather information necessary to identify the urgency of need and whether a need for long-term recovery assistance exists. DCM uses trauma-informed screening to determine the urgency of need and ensure access to needed services promptly, responsively, and efficiently.

The initial assessment typically takes place after outreach activities have been completed. If no outreach activities occurred, assessment normally occurs as survivors are identified by other means (e.g., through referrals from community service organizations, emergency managers, information & referral services, and/or other sources). The assessment process should promptly identify the level and urgency of need of the survivor and provide information and/or referral to the appropriate services to address urgent needs.

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Assessment assists in determining the scope and intensity of DCM services through early identification of long-term disaster-related needs, especially in vulnerable populations. At the end of the assessment process, a Disaster Case Manager should be able to identify survivors that may need additional long-term recovery assistance and should schedule a follow-up to complete an intake and open a case, if appropriate. In smaller disasters, assessment and intake may occur in the same session.

In some instances, the necessary scope of services may exceed the agency or organization's capacity to serve the need. In this case, it is imperative that case managers are equipped with the necessary tools and knowledge to make equitable and consistent service delivery decisions and referrals. Those who cannot be served, or cannot be served promptly, are referred, and connected to appropriate resources.

Identifying the vulnerability of the survivors needing assistance helps to prioritize cases to ensure those who are the most vulnerable are helped first.

identify goals, objectives and activities for each objective and assign responsibilities for each. Appropriate timelines for each have been identified. The COAD and respective committees implement the plan and initiate activities to accomplish objectives and goals. The COAD and Committees reassess the plan for challenges and opportunities. The COAD Executive Committee and respective Committee Chairs or designees share resource gaps with to assist in the identification of needs and guide potential fundraising. This plan is the COADs road map for service deliver.

## Operational Planning

### Operational Plan Development:

- ✓ Identify SMART goals from challenges and opportunities.
- ✓ Develop objectives noting responsible parties and resources with timeframes.
- ✓ Add action items to objectives to guide the work.
- ✓ Work on the following tasks with committees and include in plan
  - Service Area Map and Statistics
  - Unmet Needs Criteria
  - Partner Matrix and Resource Guide Development
  - Outreach and Communication Plan
  - Resource Development Plan
- ✓ Provide Community Outreach regarding group activities.
- ✓ A plan guides the COAD to the achievement of realistic goals and objectives.
- ✓ Direct provision of, or resource referral to address disaster-related recovery needs.
- ✓ Coordinated service delivery.
- ✓ A clear understanding of what is a disaster related need as well as safe, sanitary, secure, and functional living environment.

### Smart Goals

- Specific – Goals should be specific and clearly define the work that is needing to be accomplished.
- Measurable – Goals should be measurable so that there is evidence that the goal has been met and accomplished.
- Attainable – Goals should be attainable. Setting realistic recovery goals will help with the momentum and morale of the survivor.
- Results-focused – Goals should be results-focused and measure the outcomes of the Recovery Plan.

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- Time-sensitive – Goals should be time-sensitive and include a timeline that fits within the parameters of DCM.

## Committee Functional Areas

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. 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.

**Disaster 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.

**Public Information and Communications** Supports the outreach and public relations for the COAD. 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.

**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.

**Cultural Preservation** Focuses on ensuring historical sights are preserved and all Tribal Nation lands that are to be disrupted are monitored to make sure that there are not any disturbances to unknow culturally significant sites.

The recommended functional areas to be supported within a COAD structure are: Community/Public Health, Long-Term Recovery, Volunteer Coordination, Resource Coordination/Development, Construction Services, Disaster Case Management, Emergency Assistance (Emergency Home Repair, Debris Removal, Multi-Agency Resource Center) Mass Care (Sheltering, Feeding, Bulk Distribution,), Cultural Preservation, Pet Sheltering, Emotional and Spiritual Care, etc.

## Sustaining a COAD

Keeping COAD members engaged is key to sustaining a COAD. This is especially true when disasters are not active. This can be done by being a part of your state VOAD; having regular COAD meetings; provide trainings, conferences, tabletop exercises, community preparedness events, educational material development, and other community activities (e.g., smoke detector installations, fair booths, etc.). Annual reassessment of Strategic and Operational Plan are also important to this process. Disaster recovery is a fluid process with many variables that are prone to rapid change. Any time a change occurs – a new resource becomes available, an existing resource is

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exhausted, the community or disaster survivors encounter new challenges, etc. – COADs may need to revisit the operation plan to revise goals. Remember to be effective before, during, and after a disaster, COAD members need training. There are many avenues for training, including the on-line NIMS trainings, in person FEMA Trainings, Partner Trainings, references to relevant trainings are found in the Training section of the Tool Kit.

## Evaluation

Once the COAD determines that an active disaster response services should be closed, the COAD summarizes the progress toward recovery; assesses for any post-recovery needs, making referrals as necessary, and transferring any remaining needs to the appropriate organizations. Upon the COADs's approval, the Public Relations/Communications Committee notifies the community, through various outreach methods, of the decision to transition or close the COAD process. The COAD ensures that Satisfaction Surveys are completed and the results are included in the final report. The COAD designees complete the final report and verifies all documentation is in the historical files for the COAD. This is secured in long-term storage.

The evaluation provides an assessment of the effectiveness and fairness of services. The evaluation gives a clear understanding of the strengths and weaknesses of the COAD services that can be used to improve the work on both the survivor and system levels.

This allows COAD members, community members, partners, and disaster survivors the opportunity to hold their service providers accountable. This is the reason that COAD service providers utilize a two-tiered evaluation process to ensure high-quality COAD service delivery: 1) on-going evaluation and 2) post-service delivery evaluation. The on-going evaluation includes continuous service monitoring (e.g., outcome reporting by committees, listening/responding to grievances, etc.) while post-service evaluation encourages COAD members, community members, partners and disaster survivors to give feedback.

Evaluation data should be used to continually improve COAD operations both during and after the closure of service delivery. Ideally, evaluation results would be shared with the local community as well as partners to improve overall operations in the future. Evaluation criteria should be developed prior to the start of the system and should be tracked throughout the process. By using standardized forms, data collection is simplified and streamlined.

## Service Delivery Evaluation

COAD service providers should seek survivor feedback through a variety of methods throughout the process, including but not limited to the following:

- **Continuous Service Monitoring** – data collection regarding services
- **Survivor Comment Box** – Service providers may each have a comment box for anonymous feedback
- **Feedback Hotline** – Using a community-wide hotline
- **Satisfaction Surveys** – Each COAD member, community members, partners, and disaster survivors should be offered the opportunity to complete a satisfaction survey
- **Phone Interviews** – A group of COAD members, community members, partners, and disaster survivors are randomly selected to participate in interviews using consistent questions
- **Focus Groups** – A group of randomly selected COAD members, community members, partners, and disaster survivors participates in a small group, in-person interview facilitated by a neutral party



# TRIBAL COAD TOOL KIT

**Measures of Success:** 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 manual 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!

The ultimate outcome of COAD is to provide the road map for recovery service provision to the community and disaster survivors as they pursue their own comprehensive and coordinated recovery goals. However, there are several broad categories that can be helpful in evaluating the effectiveness of service delivery.

- Efficient and effective community and disaster survivor recovery - example 80% of the Strategic Operation Plan has been fully or partially achieved.
- Continuity of service – example: 80% or greater satisfactory ratings from all Satisfaction Surveys
- Standardized training received within 60 days of starting.
- Note the total dollar value of disaster services delivered.
- Note total contacts through outreach.
- Note total cases served through DCM.
- Note total number of volunteer and volunteer hours.
- An annual plan update was completed recognizing successes and challenges.
- Hot wash reports were completed.

## Attachments

Commonly Used Acronyms

Common Terms and Definitions

Federal and State Disaster Programs

Incident Command Systems

## Templates

Tribal Council MOU

Invitation Letter

Member Agreement

Infrastructure Structure Checklist

Sample Bylaws

Fiscal Agent Agreement

## Training Resources

[AdlerDisasterConsulting.com](http://AdlerDisasterConsulting.com)



# TRIBAL COAD TOOL KIT

[Emergency Operations Center \(greatplainstribalhealth.org\)](http://greatplainstribalhealth.org)

[Emergency Management Institute - National Incident Management System \(NIMS\) \(fema.gov\)](http://fema.gov)

[PWNA: Who We Are - Partnership With Native Americans \(nativepartnership.org\)](http://nativepartnership.org)

## Resource Links

[Tribal Affairs | FEMA.gov](http://FEMA.gov)

[FEMA Assistance for Tribal Governments | FEMA.gov](http://FEMA.gov)

[Region 7 | FEMA.gov](http://FEMA.gov)

[Region 8 | FEMA.gov](http://FEMA.gov)

[Federally recognized Indian tribes and resources for Native Americans | USAGov](http://USAGov)

[Tribal Data, Information, and Resources | CDC](http://CDC)

[TribalFootprintsBrochure\\_General.pdf \(nicoa.org\)](http://nicoa.org)

[Plan Ahead for Disasters | Ready.gov](http://Ready.gov)

## Tribal Nations in South Dakota

**Cheyenne River Sioux Tribe**

**Crow Creek Sioux Tribe**

**Flandreau Santee Sioux Tribe**

**Lower Brule Sioux Tribe**

**Oglala Sioux Tribe**

**Rosebud Sioux Tribe**

**Sisseton-Wahpeton-Oyate**

**Standing Rock Sioux Tribe**

**Yankton Sioux Tribe**

## Tribal Nations in North Dakota

**Mandan, Hidatsa & Arikara Nation (Three Affiliated Tribes)**

**Spirit Lake Nation**

**Standing Rock Sioux Tribe**

**Turtle Mountain Band of Chippewa Indians**

## Tribal Nations in Nebraska

**Omaha Tribe**

**Ponca Tribe**

**Sac & Fox Tribe**

**Santee Sioux Tribe**

**Winnebago Tribe**

## Tribal Nations in Iowa

**Trenton Indian Service Area**

