



*COAD Toolbox*

## ACKNOWLEDGMENTS

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This manual was a collaborative effort of New Hampshire Homeland Security and Emergency Management, NH VOAD, and representatives of non-profits, faith based, civic, and community groups. Through review, discussion, and great commitment, the members of the advisory group worked tirelessly to develop this guide to help strengthen communities around the state. Their aim to help communities better prepare and respond to disaster has helped the citizens of New Hampshire become more resilient. This effort is sincerely appreciated.

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Without the efforts of this group of individuals, the success of the COAD movement in New Hampshire would not be possible. We thank each and every one of you for your hard work and dedication.

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Dear Community Partners:

Thank you for taking the time to consider partnering with Community Organizations Active in Disaster (COAD). Your COAD will provide a local, community based means to prepare, protect and respond to keep you, your family, your neighbors, and your community safe. Members of COAD's are valuable to the community due to the resource they are willing to share in times of need.

Participating in your local COAD will result in more than just disaster preparedness. During disaster and non-disaster times, COAD's will engage more community volunteers of all ages and abilities, build community resilience, and be a source of morale. Connections will be made between community government, agencies, and individuals that might not otherwise be made.

The NH Voluntary Organization Active in Disaster (VOAD) is a statewide network administered by Volunteer NH! that will support the local COAD in an effort to unite, provide assistance, and share resources. However, the direction, level of involvement, and the deployment of local resources will be dictated by the community.

While COAD members can become members of NH VOAD, and we hope you will, your COAD will remain autonomous. Your COAD network is under your local direction and will not be deployed under another's auspices.

If a COAD member is also a member of NH VOAD, that member organization may be asked to use its resources outside the COAD area in times of disaster. However, these resources are requested, not forced, and saying no is always an option. It is expected that NH VOAD would let the COAD leadership know about the request in the interest of transparency and efficiency.

Again, thank you for investing your time and putting energy into making your community, and the state of NH, a more prepared and better place to live.

Respectfully,

Tim Dupre  
Executive Director  
Volunteer NH!

[www.volunteernh.org](http://www.volunteernh.org)

## INTRODUCTION

Every community in New Hampshire has been impacted by disasters of varying magnitudes. Disaster is defined as any natural or human caused event resulting in damage, loss, hardship or suffering. Disasters can affect individual households, local communities, regions, states, or the entire nation. When a disaster occurs, neighbors and community organizations want to reach out and help, but this is not always easy. During a disaster, organizing a community response may be hindered by the chaotic nature of the event. Communities are better served if a COAD is in place for collaboration, coordination, communication, and cooperation, long before a disaster strikes.

### ESTABLISHED PARTNERS

There are entities within each community whose purpose is to assist those affected by disaster.

- Emergency Responders – Fire and Police, Public Works
- Federal, State and Local Government Agencies – FEMA, NH Homeland Security and Emergency Management, and Local Emergency Management
- NH Voluntary Organizations Active in Disaster (VOAD)
- Organizations with a mission of disaster response (American Red Cross, The Salvation Army, etc.)

Although these organizations exist to assist in disaster relief across the nation and state, ultimately, all disasters are local. Grass-roots efforts are the most effective way of addressing local issues. A Community Organization Active in Disasters (COAD) can be formed prior to a disaster, by bringing together community non-profit agencies, area businesses, schools, neighborhoods (geographic, ethnic, cultural, linguistic, and demographic), faith-based organizations and other community stakeholders. This collaboration promotes the development of locally tailored preparedness and recovery efforts, thus creating more resilient communities.

### TAKING ACTION

A COAD is a collaborative effort of community stakeholders, each having an equal role in the organization. Their goal is to organize and deploy community resources in an efficient and timely manner, effectively contributing to each phase of a disaster.

The four phases of disaster are:

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

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

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

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

For examples of activities related to these phases, please refer to page 14.

### **COMING TOGETHER**

A COAD can be initiated by any organization or community stakeholder committed to the ideal of a disaster resilient community. An essential piece of starting a COAD is to ensure that all traditional and nontraditional disaster response agencies and organizations are invited to the table. There are many in the community who may not recognize the importance of their potential contribution and it is vital that the COAD conveners extend an open invitation to all untapped resources.

A COAD can start out relatively small and grow as the community sees fit. The group should determine if the size or coverage area of their COAD is comprised of one or more towns. Based on the number of organizations in an area, it may be more beneficial to develop a regional COAD rather than a town COAD. Individual COADs can determine if they prefer formal or informal organizational structure. Regardless of structure, it is important that every stakeholder commit to COAD's mission by agreeing to a letter of commitment.

### **SUCCESSSES**

After the New Hampshire floods of 2005, 2006 and 2007, several particularly hard hit communities realized that there was a need for better communication, coordination, collaboration and cooperation and naturally came together. They began to build what we now know as the first COADs in New Hampshire. The success of these collaborations resulted in a/an:

- Ability to work productively with emergency management
- Resource for emergency managers
- Voice for concerned individuals in the community
- Resource for facilitating long-term recovery
- Management of volunteers and donations
- Promotion of emergency education and preparedness
- Coordination among members leading to a reduction of service duplication
- Linkage with State VOAD
- Expediting local response
- Transparency of partner agencies
- Empowerment of the community

The success of New Hampshire flood collaborations demonstrate the power that COADs can hold for communities in our state. Individuals and organizations each play a role in preparing their families and community to respond to disaster. COADs can be a vital link in this process. By working together, COADs can create stronger, more resilient communities.

## ABOUT THE TOOLBOX

The purpose of this Community Organizations Active in Disaster's Toolbox is to inform, encourage, and guide the many communities who put their routines on hold in the event of a local, statewide, or national disaster. The likelihood of confusion and ambiguity increases with the scale of a disaster. Research has found that communities themselves are the best sources of innovation and ingenuity, and the stronger the communities, the more resourceful their efforts. (James Jay Carafano and Richard Weitz, "Learning from Disaster: The Role of Federalism and the Importance of Grassroots Response", March 21, 2006)

This toolbox is to serve as a reference, and is in no way the only path for creating a COAD. The tools have shown to be effective in establishing other COADs. However, please feel free to use and/or amend as appropriate for your community.

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## **WHY SHOULD MY ORGANIZATION CONSIDER JOINING A COAD?**

In times of disaster, everyone has something they can contribute to the community. Be it tangible goods, services, manpower, or time, everyone can help. By joining your local COAD, you commit to helping your community both prepare and recover from any disaster, with what resources you can provide. Your membership ensures that resources you offer to the community will be used in the most efficient and effective way possible. By joining your COAD, you commit to creating a stronger community.

### **Local Government and Emergency Managers**

Emergency managers along with local government officials carry a great deal of responsibility when their community is facing a disaster. The response to disasters is managed by skilled players in conjunction with well developed emergency plans. As a member of a COAD, local officials are uniquely positioned to share their plans, expectations, and vision for managing emergencies. This creates a community that is better educated and informed on disaster issues, and more likely to respond in ways that help rather than hinder emergency operations. A COAD also creates a unique opportunity for officials to be made aware of the great number of resources available in their community. Local officials may be unfamiliar with all of the organizations and agencies willing to help a community in times of need. A COAD promotes the development of these relationships, and an opportunity for all sectors to work together in a productive way.

### **Non-profit Organizations**

The mission and vision of many non-profit organizations will align strongly with the goals and objectives of a COAD. In times of disaster communities find themselves in great need, and non-profits are uniquely positioned to provide for many of these. When non-profits operate with a clear understanding of the capabilities of their partner organizations each is able to maximize their benefit to the community. COADs can prove essential in preventing the occurrence of duplication of services, as they promote frequent communication. Over the long term the provision of services can become a fluid process for the both agencies and the client alike.

### **Faith Based Groups**

Faith groups are often not established to provide direct services to the community, but during disaster times, they are frequently the first groups who step up to help. Faith based groups are able to provide a variety of resources during a disaster from volunteers, donated goods, shelter space, office support, and a passion to help those in need. By becoming COAD members they are able to determine the most effective way they can contribute to the community, and the variety of outlets that might be available to them. Additionally, the COAD provides an opportunity for faith based groups to promote their involvement and visibility in the community.

### **Businesses**

As a COAD member, your organization contributes to building a vibrant and healthy community, while simultaneously building your reputation in the place you operate. By creating long lasting goodwill within the community, COAD members are able to improve their relationships with customers and clients. COAD also provides an opportunity for employees to

develop leadership and networking abilities, while at the same time promoting loyalty to your organization. Becoming a member of COAD is something any business can be proud of.

## CORE VALUES

The COAD adheres to the National Voluntary Organizations Active in Disasters core (NVOAD) values. The COAD's working relationship is achieved through the guiding principals of cooperation, coordination, communication, and collaboration of member organizations.

**Cooperation:** No member organization has all the answers for the challenges communities face. Organizations must treat members as partners

**Communication:** Member organizations will regularly share their capacities, accomplishments, and commitments. COADs must maintain good channels for sharing information, listening carefully to each other, and dealing openly with concern.

**Coordination:** COAD members commit to working together and not competitively toward the goal of effective service to the community. Members seek to match services to need. Through planning and preparation, COADs equip member organizations to behave in a coordinated fashion in time of disaster

**Collaboration:** COAD members dedicate themselves to working together to achieve specific goals and undertake specific projects during each phase of disaster.

## MISSION STATEMENT EXAMPLES

### Sample 1

The COADs will serve as the foremost organization for the local community in each phase of a disaster; mitigation, preparation, response and recovery.

### Sample 2

The mission of the COAD is to bring together community, government, faith based organizations, business, and volunteers committed to making their community become more prepared, resilient and self sufficient. Together, members will enhance the community's ability to mitigate, prepare, respond and recover from disasters thus ensuring that human needs compromised in a disaster situation are evaluated and addressed. This will be achieved through cooperation, coordination, communication, and collaboration of member organizations.

### Sample 3

The mission of the COAD is to coordinate planning and preparedness efforts in advance of a disaster. The COAD is not designed for operational management and is not itself a service delivery organization. Instead, its members operate independently to provide disaster relief and recovery services, and do so cooperatively through the New Hampshire VOAD. The COAD is committed to the idea that the best time to prepare, train and become acquainted with one another is prior to the actual disaster response.

### Sample 4

The mission of the COAD is to strengthen area-wide disaster coordination in the area (name area that is covered) by sharing information, simplifying resident access to services, and jointly resolving cases with disaster –caused recovery needs.

### Sample 5

The mission of the COAD is to unite leaders and volunteers from the community, government, faith organizations, and businesses to help communities mitigate, prepare, respond and recovery from disasters and ensure human needs that are comprised in a disaster situation are evaluated and addressed. This will be achieved through cooperation, coordination, communication and collaboration of member organizations.

### Sample 6

The mission of the COAD is to aid in New Hampshire's recovery plans by developing and implementing a holistic approach to disaster recovery, maximizing public and private resources to facilitate an efficient and effective integrated system addressing human services, housing, infrastructure, community and economic development issues.

### Sample 7

To organize a collaborative response to the needs of community disaster survivors

### Sample 8

To provide a means for community stakeholders to make a positive contribution to the disaster mitigation, preparedness, response, and recovery efforts of their community through collaboration, communication, coordination, and cooperation.

## OBJECTIVES AND RESOURCES

The following objectives serves as guidelines to better define the goals for a Community Organization Active in Disaster. These are some of the most important issues that COADs address, and the baseline for what a COAD can achieve. In no way is this list comprehensive. If a COAD identifies challenges in their community that they can effectively address they should. COADs are encouraged to be creative and address the issues related to mitigation, preparedness, response, and recovery that are most important in their community.

### **Objective 1: Structure**

A COAD structure is established. The organization includes all appropriate members and holds regular meetings. The functions and role that the COAD plays in the community are clear and established.

*Resources: National Voluntary Organizations' Long-term Recovery Manual, Emergency Management Incident Command System*

### **Objective 2: Training and Education**

Members of COAD are informed and trained on emergency management issues. The training needs have been identified and the organization is constantly working to keep its members informed.

*Resources: American Red Cross Disaster Education, Federal Emergency Management Independent Study (on-line courses)*

### **Objective 3: Ready to Respond**

COAD is ready to respond to an emergency. Each member organization knows the role it plays in an emergency response and is prepared to fill that role. The COAD has worked with local emergency managers to assure that COAD fits in to the wider community response plan.

*Resources: Local emergency management, Citizens Emergency Response Team, All Health Hazards Regions*

### **Objective 4: Managing Donations and Volunteers**

COAD is prepared to handle donations and volunteers that occur on a local level. They are able to facilitate the most effective allocation of given resources in their community during and after a disaster. When appropriate COAD can raise funds, hold them as necessary, and distribute them appropriately.

*Resources: Volunteer New Hampshire, Federal Emergency Management AidMatrix Donations Management (on-line data bank), United Way, American Red Cross, The Salvation Army*

### **Objective 5: Long Term Recovery**

COAD members are familiar with the established procedures of long term recovery and understand their role in the process. They have identified appropriate members of potential committees and how they relate to the state wide recovery efforts.

*Resources: Community Action Programs (CAP), Volunteer NH!, New Hampshire Long-term Recovery Plan (written document), New Hampshire State Long-term Recovery Committee*

## ACHIEVING OBJECTIVE 1: STRUCTURE

For any organization to become successful and accomplish its goals, it must have an established and functioning structure. Certain aspects are critical when developing strong community coalitions. The following steps have proved crucial in establishing strong COADs in the state of New Hampshire.

### **Have a dedicated champion and advocate**

COAD is an idea and a movement that needs a strong local champion and advocate. For any idea to gain ground on the local level, it must be promoted by supporters within the community. These champions must be people who not only believe in the idea of COAD, but also are invested and connected in the community. Without strong champions, it is difficult to mobilize partnerships and for COAD to become a legitimate organization.

### **Establish a coverage area**

By defining the coverage area of a COAD, the organization creates a defined scope for their activities. The reach of a COAD should be carefully considered to reflect the reach of its member organizations, and the needs of the populations it may serve.

### **Create a mission statement**

Deciding on a mission statement for the COAD is an important step in clarifying the role and position of the organization within the community. By putting these words on paper it becomes easier for other organizations, groups, and citizens to understand why and how a COAD works, and the benefits it holds for the community.

### **Reach out to all potential members**

As COAD is meant to be a collaborative community organization, the more members who join, the better. Every organization, agency or business, can contribute something to a COAD, it just needs to be identified. These contributions may be obvious, or might require more imagination, but every organization has assets, skills, or services that can serve the community in disaster situations. Outreach should find persuasive ways to describe these contributions, while at the same time explaining the positive effects for potential member. For more information on these potential benefits see “Why should my organization join COAD?” on page 7. Recruiting members is critical in the earlier organizing phases of COAD, but is an activity that should be ongoing for the group.

### **Define and determine COAD leadership**

COAD needs a dedicated leader and champion to advocate for the creation of a COAD, but the ongoing management of the organization need not be done alone by these initial instigators. Once a group of regular and committed members has become apart of the COAD, these members should determine what type of leadership structure would best fit their group. Suggestions for this structure can be found in this Toolbox on page 16, as well as the National VOAD document “Design for Success” which can be accessed at: <http://www.nvoad.org/design.php>.

### **Create a positive working relationship with emergency managers**

Emergency Management officials should be involved and active in their community’s COAD. It is imperative that COAD leadership have a clear understanding of the roles and responsibilities

of Emergency Managers so that may work in a positive and collaborative way that will not hinder established means of preparing and responding to emergencies. Having relationships with Emergency Managers will also allow COAD members to keep officials better informed of the capabilities of non-government organizations in their community.

**Develop and promote the position of the COAD within the community**

The COAD should work on promoting themselves not solely with its members but also with the community and public at large. Promoting COAD locally gives the public a sense that the public, private, and business sectors of the community are working together in their interest, which boost the reputation of all involved. This public awareness will prompt the involvement of an increasing number of members, and allow more opportunities for the COAD to be involved in activities in all four phases of disaster.

**Maintain Communication**

It is vital that members of the COAD are in constant and ongoing communication. This is the most important role of COAD; to keep members informed on the capabilities, involvement, and activities of other members. Maintaining communication can be done in a variety of ways. Initially it may be necessary for the COAD to hold frequent regularly meetings. As the group becomes better established, these meeting may be come more infrequent, occurring on a bi-monthly, quarterly, or semi-annual basis. Regardless of the time tables for regularly scheduled meetings, it is imperative that the COAD convenes after an incident or disaster occurs. This debrief is critical in highlighting how the COAD worked effectively and understanding how its activities and contributions can be improved. A newsletter or e-mail list may also be a valuable tool in keeping COAD members informed between meetings and disasters.

## **ACHIEVING OBJECTIVE 2: EDUCATION AND TRAINING**

Educating and training locals on disaster issues is important to preparing communities to deal effectively with disaster situations.

### **Educate on Existing Disaster Plans**

COAD should be in close communication with Emergency Management officials so that they have a clear understanding of how disaster and emergency response occurs locally. COAD contributions to these plans should occur in a way that will aid and support rather than hinder any established plans. By educating themselves and understanding the existing structure, COADs can determine the most beneficial role that their organization and members can play.

### **Local, State, and Federal Training Opportunities**

Arrays of training opportunities are available in the realm of emergency and disaster preparedness. At a local level, organizations such as the Red Cross frequently give classes and trainings on such things as CPR, first aid, and preparedness. Investigate your community to see what other types of trainings are offered locally. In the State of New Hampshire, Homeland Security and Emergency Management offers a number of resources and ideas for individuals to prepare for disaster. This information can be found at:

<http://www.nh.gov/safety/divisions/bem/>. FEMA is a resource for an extensive number of free on-line classes. Topics for these sessions range from: citizen preparedness, household hazards, and incident command system. A listing of these course offerings can be found at: <http://training.fema.gov/IS/>.

### **Identify Education Gaps in your community**

COADs may be able to identify topics that have been problematic for their particular communities, and come up with ways to educate the public. If your county or town has had a recurring problem with flooding, a COAD could host information and training sessions to discuss flood prevention methods for property owners. Information sessions on flood, renters, and homeowners insurance may also prove valuable to community members. The better informed people are, the more prepared they become to deal with disasters.

## **ACHIEVING OBJECTIVE 3: READY TO RESPOND**

COADs should have plans in place to respond to disasters. Disasters can be chaotic and stressful situations, but with proper planning response efforts can be effective and efficient.

### **Understand Where COAD fits in**

The COAD should be familiar with the plans and procedures local officials have in place for disaster response. The COAD should work with emergency managers and first responders to determine how COAD members can best fit in to their existing plans. By working productively with these key players, the COAD ensures that they effectively help the disaster response efforts.

### **Determine what role COAD members play**

Members of the COAD should determine what their capabilities are for responding in disaster situations. These roles and activities should be based on the individual strengths and weakness of each member group, as well as considering the capabilities of the COAD as a whole. Working together, COAD members can work to fill roles that compliment one another rather than working against or alongside. A strong response of the COAD can occur with all members working together.

### **Make a Plan**

Decide how to activate your COAD during times of disaster. The COAD should formulate plans that may work for different types of disaster situations. Response of the COAD facing a flood may differ from that of a fire or winter storm. These issues should be carefully considered to develop a comprehensive plan that allows all COAD members to make a positive contribution to disaster response activities.

## **ACHIEVING OBJECTIVE 4: MANAGING DONATIONS AND VOLUNTEERS**

The management of donations and volunteers during the initial response and immediately following an emergency can be an intimidating task to undertake. With thoughtful planning, communities can maximize the utility they receive from donations and volunteers.

### **Identify specific needs and making specific request**

Managing both donations and volunteers can be a much more fluid undertaking if the specific needs from a disaster situation are identified. By determining the needs of victims, responders, and the community at large, you can in turn make more specific and useful request. For well publicized disasters, there is often a great outpouring of support from people who want to help. By identifying needs and in turn making specific request the COAD can help facilitate the donation of useful items that will prove the greatest benefit. The COAD could be instrumental in developing a method for identifying needs, making request, and accepting donations. By having such a plan in place prior to a disaster, donations can be handled in a productive manner.

These principles can be applied in a similar manner to the principles of recruiting volunteers. If a request for volunteers is made, it should identify specific skill sets that are in greatest need.

### **Dealing with unsolicited donations**

Despite even the most specific request and efforts, it can be assumed that a COAD and its member may be forced to deal with a great amount of unsolicited donations. This may include items that are either not useful in the particular situation, or items that are unfit for distribution and must be disposed. This necessitates two plans: one for storing or donating items to organizations that will be able to use these items at a later time, and a second plan for discarding unusable goods. These two tasks may require a great deal of collaboration amongst member organizations. Important issues to keep in mind might include: staffing a donation and sorting facility, determining where/how to relocate unused donations, and a facility for discarding/recycling unusable donations.

### **Efficient distribution**

If specific needs have been identified, and specific requests have been filled, the next challenge is efficiently distributing goods to those who need them. Challenges for distribution may vary depending on the particular disaster that is being faced. Consider some of the disasters your community is most likely to face when developing this plan. Things to consider may include: vehicles to transport items, getting donations to displaced families and individuals, and equitably distributing donations that are received.

### **Volunteer Management**

The most effective way to use volunteers is to utilize those that have been trained and credential prior to a disaster. Organizations that use these types of volunteers should work to recruit and ready as many individuals as possible prior to a disaster event. Similarly, organizations should develop procedures for these volunteers to be notified, registered, and cared for during the disaster.

The greater challenge during disasters often results from effectively handling the possible influx of emergent and spontaneous volunteers who show up at a disaster scene or incident. These individuals are may have felt compelled to lend a hand and are very willing to assist in any way possible.

Much literature has been written in the area of volunteer management. Great places to find information on planning how to handle volunteers include Volunteer NH! and FEMA.

## **ACHIEVING OBJECTIVE 5: LONG TERM RECOVERY**

The State of New Hampshire has a plan established to effectively handle long term recovery from major disasters. This plan fosters the formation of an organizational structure to provide case management to families and individuals affected by disasters.

### **Familiarize the COAD with the plan**

Spend time at a meeting to educate and inform COAD members on the basic outline of the state's long term recovery plan. The COAD will be more effective at implementing the plan if they understand how and why it works.

### **Case Management**

Case Management is a critical aspect of New Hampshire's Long Term Recovery Plan. In state and federally declared emergencies, the organizations facilitating case management may be determined by state level authorities. In disasters that are undeclared, communities may still want to implement aspects of the long term recovery plan locally. If this occurs, it will be imperative that a local organization be identified to handle the responsibilities of case management. Determining and aiding this organization should be priority of the COAD.

### **Identify potential members of the steering and allocations committee**

The long term recovery plan has a clearly delineated procedure for equitably distributing limited monetary and in-kind donations. Often, needs of disaster victims may outweigh the available resources. The steering and allocations committee work with case managers to assure that these resources are distributed in a fair and equitable way that will do the most good for all victims. A detailed description of the roles and responsibilities of these committees can be found in the New Hampshire Long Term Recovery Plan. Again, the COAD should work to identify and educate potential committee members so that the recovery process can be activated as soon as possible following a disaster.

## PHASES OF DISASTER

Community Organizations Active in Disaster (COADs) strengthen area-wide disaster coordination by sharing programs, policies, information, joint planning and training. Therefore, COADs have the opportunity to be involved in all four phases of emergency management:

**Mitigation:** Any activity taken to eliminate or reduce the degree of long term risk to human life, property and the environment from the effects of natural and technological hazards. Mitigation activities that might involve COADs are as follows:

1. Involvement in local emergency planning
2. Participation in special community awareness mitigation events.
3. Monitoring mitigation efforts in the community.
4. Hazard Risk Analysis.

**Preparedness:** Any activity taken in advance of an emergency that improves emergency readiness posture and develops or expands operational capabilities. Preparedness activities that might involve COADs include:

1. Emergency education, orientation and training tailored to the interest and needs of agencies and individuals involved in the COAD.
2. Participation in local disaster planning efforts and developing plans for COAD agencies.
3. Creating a resource guide of agencies and services that may support disaster operations.
4. Interaction and collaboration with emergency management agencies.
5. Promote the development of personal preparedness kits with local business, schools, and elderly groups.
6. Encourage volunteer affiliation and training before a disaster.
7. Work with local businesses to establish contingency plans.

**Response:** Any action taken immediately before, during or directly after an emergency occurs to save lives, minimize injuries, lesson property and environmental damage and enhance the effectiveness of recovery. Response activities that might involve COADs are as follows:

1. Donations management, including the collection, sorting, and distributing of goods.
2. Supporting volunteers and volunteer management especially emergent volunteers.
3. Providing support and human services to primary disaster response organizations.
4. Identifying areas where member organizations can best assist in response

**Recovery:** A short term activity to return vital life support systems to minimum operating standards and/or a long term activity designed to return the affected people and areas to their pre-disaster conditions. Recovery activities that might involve COADs are as follows:

1. Engage the long-term steering committee, which will work as a liaison with the state wide long term recovery committee.
2. Support ongoing recovery operations with human services, referrals and resources.
3. Support ongoing donations and volunteer management.
4. Advocate for disaster victims.
5. Coordinate trainings for advocates and caseworkers.
6. Publicize the needs and activities of long-term recovery to maintain community engagement.

This does not constitute an exhaustive list of involvement for COADs. COAD and its members are encouraged to be creative in addressing issues that meet the specific needs of their community.

## LETTER OF COMMITMENT

This memorandum of understanding contains the key guidelines to assuring members conform with decisions that are ethical and in accordance to known legal requirements.

\_\_\_\_\_(Participating organization)\_\_\_\_\_ is committed to the highest ethical standard and realizes our success depends on the ethical conduct of everyone affiliated with \_\_\_\_\_(COAD name)\_\_\_\_\_.

We are not designed for operation management, and the COAD itself is not a service delivery organization. COAD member organizations, agencies, and businesses may provide services during a disaster and do so under their own direction.

We are not intended to be a competing agency, but an umbrella organization of existing agencies. Each member organization maintains its own identity and independence yet works closely with other agencies to improve services and eliminate unnecessary duplication.

We promote coordination among member organizations to facilitate access to available resources and services.

We are committed to the idea that the best time to prepare, train, and become acquainted with one another is prior to an actual event.

We agree to communicate honestly and openly and avoid misrepresentation while exhibiting respect and fairness toward all with whom we come in contact. We promote a working environment where honesty, open communications and minority opinions are valued.

We will value, champion, and embrace diversity in all aspects of our activities; respecting others without regard to race, religion, color, sex, age, handicap, national origin or ancestry.

We will ensure that all confidential, privileged, or nonpublic information is not inappropriately disclosed.

\_\_\_\_\_  
Organization's Name

\_\_\_\_\_  
Representative's Printed Name

\_\_\_\_\_  
Date

\_\_\_\_\_  
Representative's Signature

## MEMBERSHIP RESOURCES

In times of disaster, every organization has something they can contribute to the community. Be it tangible goods, services, manpower, or time, everyone can help. Keeping precise and accurate account of resources insures that COAD members effectively and efficiently serve their community. This form facilitates collaboration by helping agencies understand one another's role, thus reducing duplication of services and ensuring that those affected are aided quickly.

Organization Name:	Web Site:
Address:	Phone:
	Email:

Point of Contact

Name	Phone	Cell
	Phone	
Position	Email	
Secondary Contact in Case of Emergency	Phone	Cell
	Phone	

Please describe the services/goods/assistance your organization offers, or could contribute to the community:

Is your organization willing to contribute to relief efforts in areas outside your COAD?

Is your agency willing to share your Membership Resources information with other organizations providing disaster assistance? (i.e. Church groups, NH VOAD, etc)

\_\_\_\_\_ Yes, it is ok to share our information.

\_\_\_\_\_ No, please keep this only for COAD purposes.

NEW HAMPSHIRE COMMUNITY ORGANIZATIONS ACTIVE IN DISASTER

Please mark/describe any applicable area in which your organization could provide assistance.

<b>Service/Resources</b>	<b>Non-Disaster</b>	<b>Disaster</b>
Disaster Education		
Sheltering		
Food		
Clothing		
Volunteers		
Client Advocacy		
Mental Health		
Physical Health		
Animal Care		
Legal Counseling		
Real Estate		
Temporary/Permanent Housing		
Skilled Labor		
Building Supplies		
Transportation		
Waste Management		
Warehouse/Storage		
Goods Distribution		
Spiritual Care		
Financial Counseling		
Casework Management		
Child Care		
Other:		

## **SAMPLE COAD POSITION DESCRIPTIONS**

### **Committee Facilitator**

#### **Position Description:**

The COAD Facilitator presides at meetings, acts as a spokesperson and representative, delegates tasks and provides general leadership. If requested, the Committee Facilitator could be the official representative of the COAD in the Emergency Operations Center (EOC).

#### **Key Responsibilities:**

1. Convene all official COAD meetings.
2. Lead the development and nurture effective working relationships between COAD member agencies and statewide organizations.
3. Lead the development and implementation of COAD Bylaws.
4. Lead the development and implementation of COAD Goals and Objectives.
5. Guide development of the COAD Disaster Plan.
6. Represent and act as a liaison to the NH VOAD.
7. Represent COAD in the Local EOC, if requested.
8. Serve as COAD liaison to Local Emergency Management Agency.
9. Serve as COAD liaison to the FEMA Voluntary Agency Liaison.

#### **Qualifications:**

1. Strong written and oral communication skills.
2. Strong facilitative leadership and problem-solving skills.
3. Experience in disaster response and recovery.
4. Strong commitment to volunteerism.
5. Ability to effectively network with government, voluntary agency, and community-based organization representatives.
6. Ability to work effectively and productively with diverse communities.
7. Availability to provide COAD leadership during disasters.

## **Committee Vice/Co-Facilitator**

### **Position Description:**

The COAD Vice/Co-Facilitator acts on behalf of the Facilitator/Lead person in his/her absence, and monitors relationships with member organizations for adherence to COAD's principles of membership.

### **Key Responsibilities:**

1. In the absence of the Facilitator, will convene all official COAD meetings.
2. Assist in the development of and adherence to COAD Bylaws.
3. In the absence of the Facilitator, initiate the COAD Disaster Plan.
4. In the absence of the Facilitator, represent COAD in the Local Emergency Operations Center (EOC), as requested.
5. In the absence of the Facilitator, serve as the official liaison to Local Emergency Management Agency.
6. In the absence of the Facilitator, serve as the official liaison to the FEMA Voluntary Agency Liaison.

### **Qualifications:**

1. Strong written and oral communication skills.
2. Strong leadership and problem-solving skills.
3. Experience in disaster response and recovery.
4. Strong commitment to volunteerism.
5. Ability to effectively network with government, voluntary agency, and community-based organization representatives.
6. Ability to work effectively and productively with diverse communities.
7. Available to assist the COAD Facilitator, as needed, during disasters.

## **Secretary-Treasurer**

### **Position Description:**

The COAD Secretary-Treasurer maintains organizational records, correspondence, committee minutes, and financial records.

### **Key Responsibilities:**

1. Records and files COAD Committee minutes and correspondence. Distributes COAD Committee minutes to the membership in a timely manner.
2. Maintains financial records for COAD, and provides quarterly accounting of these funds to the full committee.
3. Maintains a current COAD Committee mailing list and emergency notification list.

### **Qualifications:**

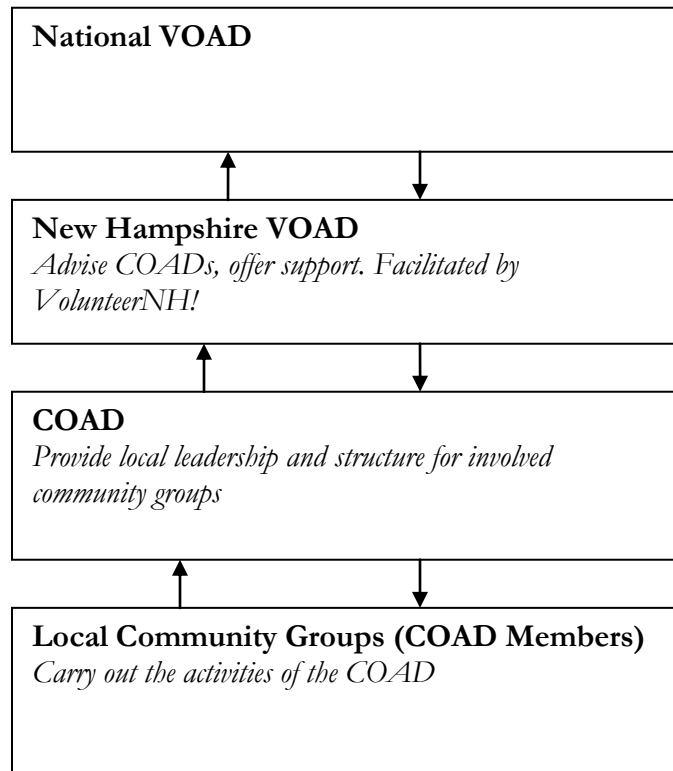
1. Strong written and oral communication skills.
2. Working knowledge of bookkeeping standard practices.
3. Strong commitment to volunteerism.
4. Ability to work effectively and productively with diverse communities.

## RELATIONSHIPS

COAD works in conjunction with a variety of organizations during all phases of a disaster. The relationship of COAD to each of these groups will vary depending on the membership and resources they are able to support. The following descriptions serve as examples of how COAD can relate to partner organizations, but are not meant to limit those relationships.

### COAD relationship to New Hampshire VOAD

A COAD should have a close working relationship with NH VOAD. In many ways, NH VOAD will serve as the parent organization to the COADs throughout the state of New Hampshire. As members of NH VOAD, COADs are tied to a communication network and have more opportunities for collaboration. They have a means of staying abreast of happenings of COADs throughout the state, and for sharing best practices. NH VOAD represents not only a collaboration of disaster organizations active on a state level, but also a means of connecting COADs.



### COAD relationship to Governmental Organizations

COADs work best when they have good relationships with government disaster response organizations. A COAD should seek the expertise of both state and local emergency management agencies for understanding the structures that exist for response, and how they might best contribute to this system. Government organizations at all levels can be resources for training opportunities. FEMA, for example, has an extensive education program that is available

to the public. Additionally, a COAD should invite representatives of such agencies to be partners of their organization. If positive relationships are in place, chances are that when a disaster happens, government and volunteer groups will be able to work together more effectively.

### **COAD relationship to New Hampshire Long Term Recovery Plan**

In New Hampshire, a plan exists to guide the long term recovery activities of communities across the state. In the past, citizens of the Granite State have contributed generously to victims of disasters. The structure of the recovery plan provides for a fair and equitable means of dispersing funds raised to help those families most in need. Part of this plan entails the establishment of committees on the local level to facilitate the direction of recovery. When a community has a COAD they have the advantage of an established group of organizations from which to create this committee. Additionally, COADs are uniquely positioned to educate their membership, so that recovery activities can commence immediately following an emergency. The faster recovery begins, the sooner communities can return to normal.

### **COAD relationship to management of Volunteers and Donations**

The management of volunteers and donations following a devastating event is often referred to as the “disaster within the disaster”. When an emergency occurs, there is frequently an outpouring of support where people want to do everything in their means to help. The power of this generosity and altruism can be missed if effective structures do not exist to handle this support. If COADs establish a method for accepting, sorting, and categorizing donations they are able to get these goods to victims quickly and efficiently, thus lessening the impact of the disaster on the community. Spontaneous volunteers can become a fantastic resource for an effected community, but with out the proper mechanism for using them, they may stand by idly, or worse, contribute in ways that are detrimental. Through communication and collaboration of COAD members, plans for harnessing their good will and energy can greatly reduce the effects of a disaster.

## **NEW HAMPSHIRE COAD SUCCESSES**

### **Columbus Day Floods, 2005**

After the Columbus Day weekend floods, the Monadnock United Way (MUW) played a key role in the region's short and long-term response to the flooding and devastation to people's homes, businesses and community. In the earliest days of the disaster, MUW provided continuous critical and timely information to agencies and volunteers that they in turn, passed on to co-workers, families and friends who were then able to access support services quickly. At a gathering of national, state, regional and local volunteer groups meeting to formulate disaster recovery efforts, it was the Monadnock United Way that advocated utilizing local programs already in existence to manage the long-term relief efforts. From this disaster, Monadnock United Way, Southwestern Community Services, Monadnock Collaborative and NH Bureau of Emergency Management formed a new collaborative group known as Operation Flood Recovery.

Into 2006, the Monadnock United Way continued to lead the charge for long-term recovery efforts following the floods of 2005. The new collaborative for long-term disaster recovery, Operation Flood Recovery (OFR), served 228 households and distributed close to \$400,000.00 in donated funds, with 74 OFR registered households referred to Southwestern Community Services (SCS) Housing Rehabilitation program for technical assistance and labor to restore damaged homes.

As the recovery efforts of this disaster have come to a close, these partnerships have continued. This group set the foundations for the regions COAD. These same organizations have continued to work together in the disaster realm, reaching out and bring more partners on board, as they prepare their community for future disasters.

### **New Hampshire Long Term Recovery**

The efforts of those involved with the Alstead and Keene floods lead to the development of one of the country's preeminent systems for disaster recovery; a permanent statewide disaster recovery steering committee. This plan lays the groundwork for the entire state of New Hampshire. It outlines and guides how communities can recovery more easily with the structure they have set forth, thus helping residents rebuild their lives. It also delineates the role of government, down to grassroots organizations, on how they can collaborate to rebuild their communities.

The efforts in the Monadnock region did not go unnoticed. During the 15<sup>th</sup> Annual National VOAD Conference in Albuquerque, New Mexico, New Hampshire Office of Emergency Management, Arlene Magoon and the Facilitator of the Monadnock COAD, Ellen Avery, received the NVOAD Award for Excellence for their statewide recovery coordinating efforts.

## Residential Fire, January 2008

### **THE UNION LEADER,**

Monday, Jan. 21, 2008

*Manchester steps up to help 28 victims of its Thursday fire*

The lives of the 28 people displaced by a five-alarm fire that affected nine Center City apartment buildings Thursday are anything but normal right now, but they are slowly getting there with an outpouring of community support.

Lisa Michaud, director of the Greater Manchester Red Cross, said she knows three of the families who lost their homes have found other full-time living arrangements and three other families are staying in hotels.

Michaud said efforts to help the families have been coordinated by a new multi-agency cooperative called COAD (Community Organizations Active in Disasters), which includes the Red Cross, New Hampshire Food Bank, N.H. Catholic Charities, Salvation Army, Weed n' Seed, the Manchester Health Department, Way Home and Manchester Community Resource Center and the Manchester police and fire departments.

"Instead of spending time on the phone seeing who can help, we've already identified those parties ahead of time," Michaud said. "We pool our resources to help the community. The community benefits if we can get people back on their feet quickly." Aid to the families has come through donations of food and clothing, shelter and mental health support.

## ONLINE RESOURCES

### NATIONWIDE RESOURCES

National VOAD – [www.nvoad.org](http://www.nvoad.org)  
Arizona VOAD – [www.azvoad.org](http://www.azvoad.org)  
Mountain Communities, CO VOAD – [www.mcvoad.org](http://www.mcvoad.org)  
Escambia County, FL BRACE – [www.bereadyalliance.org](http://www.bereadyalliance.org)  
Kansas City, KA Metro COAD – [www.kcmetrocoad.org](http://www.kcmetrocoad.org)  
Missouri COAD – <http://sema.dps.mo.gov/coad.pdf>  
New Jersey COAD – [www.nj.gov/njvoad/index.html](http://www.nj.gov/njvoad/index.html)  
Long Island, NY Voluntary Organizations Active in Disasters – [www.hwcli.com](http://www.hwcli.com)  
Vancouver, WA COAD – [www.cityofvancouver.us/preparedness.asp?itemID=23932](http://www.cityofvancouver.us/preparedness.asp?itemID=23932)  
Redmond, WA COAD – [www.jamiesolo.com](http://www.jamiesolo.com)  
Benton City, WA COAD – [www.bces.wa.gov/benton\\_city\\_coad.htm](http://www.bces.wa.gov/benton_city_coad.htm)  
Milwaukee, WI COAD – [www.ccmilwaukee.org](http://www.ccmilwaukee.org)  
National Response Framework, Resource Center – [www.fema.gov/NRF](http://www.fema.gov/NRF)  
Design For Success - <http://www.nvoad.org/articles/design.php>

### LOCAL RESOURCES

NH Homeland Security and Emergency Mgt. – [www.nh.gov/safety/divisions/bem](http://www.nh.gov/safety/divisions/bem)  
NH Department of Health – [www.dhhs.state.nh.us](http://www.dhhs.state.nh.us)  
NH Community Action Agencies – [www.snhshome.homestead.com/CAPLinks.html](http://www.snhshome.homestead.com/CAPLinks.html)  
Volunteer NH! – [www.volunteernh.org](http://www.volunteernh.org)  
American Red Cross – [www.redcross.org](http://www.redcross.org) (enter zip code for link to local chapter)  
Faith Based Action Network – [www.fba-net.com](http://www.fba-net.com)  
New Hampshire Baptist Association – [www.nhba-sbc.com](http://www.nhba-sbc.com)  
Salvation Army – [www.use.salvationarmy.org](http://www.use.salvationarmy.org) (enter zip code for link to local chapter)  
United Ways of New Hampshire – [www.uwnh.org](http://www.uwnh.org)  
New Hampshire Catholic Charities – [www.catholiccharitiesnh.org](http://www.catholiccharitiesnh.org)  
New Hampshire American Legion – [www.nhlegion.org](http://www.nhlegion.org)  
New Hampshire National Guard – [www.nh.ngb.army.mil](http://www.nh.ngb.army.mil)  
AmeriCorps – [www.AmeriCorps.gov](http://www.AmeriCorps.gov)  
SeniorCorps – [www.seniorcorps.gov](http://www.seniorcorps.gov)  
There's No Place Like Home – [www.placelikehome.org](http://www.placelikehome.org)  
Easter Seals, New Hampshire - <http://nh.easterseals.com>  
New Hampshire Amateur Radio Emergency Service - <http://ares.arrlnh.org/>  
New Hampshire 211 - <http://www.211nh.org/>  
New Hampshire Citizen Corps – [www.nhcitizencorps.org](http://www.nhcitizencorps.org)

## NH COAD CONTACTS

For more information on starting a COAD in your community:

### **New Hampshire VOAD**

Tim Dupre, Executive Director VolunteerNH!

Office: 603-271-7200

Email: [nhvoad@volunteernh.org](mailto:nhvoad@volunteernh.org)

### **Greater Manchester Red Cross**

Lisa Michaud, Executive Director

Office: 603-624-4307

Email: [MichaudL@usa.redcross.org](mailto:MichaudL@usa.redcross.org)

### **Monadnock United Way**

Ellen Avery, Director of Community Building

Office: 603-352-4209

Email: [ellen@muw.org](mailto:ellen@muw.org)

### **Strafford County Community Action Program**

Janett Plaistead, Community Representative

Office: 603-755-9305

Email: [jplaistead@metrocast.net](mailto:jplaistead@metrocast.net)

### **VolunteerNH!**

Tim Dupre, Executive Director

Office: 603-271-7200

Email: [Timdupre@volunteernh.org](mailto:Timdupre@volunteernh.org)

### **FEMA Region I**

Jennifer Gilliam, Voluntary Agency Liaison

Office: 617- 956-7532

Email: [jennifer.gilliam@dhs.gov](mailto:jennifer.gilliam@dhs.gov)

### **New Hampshire Homeland Security and Emergency Management**

Mike Poirier, Planning Section Chief

Office: 603-223-3639

Email: [mike.poirier@hsem.nh.gov](mailto:mike.poirier@hsem.nh.gov)

## COMMONLY USED TERMS AND DEFINITIONS

**Affected Structure** – A structure that received damage but is usable for its intended purpose

**Applicant** – For Public Assistance: any local or state government or eligible private nonprofit organization submitting a project application or request for direct federal assistance under the Disaster Relief Act of 1974. For Individual Assistance: an individual or family who submits an application or request for assistance under the Disaster Relief Act

**Blizzard** – Extensive Snowfall of considerable density for more than 3 hours, winds 32 to 44 miles per hour, and visibility less than ¾ mile

**CAP** – Community Action Program

**Casework or Case Management** – The process of determining needs experienced by a disaster victim, identifying available resources to address the needs, discerning the unmet needs, and securing resources for those needs. The casework may be handled by a single agency that works in concert with other agencies through a committee process

**CBO** – Community Based Organization

**CERT** – Community Emergency Response Team

**Community** – A political entity that has the authority to adopt and enforce building codes and ordinances for the area under its jurisdiction. In most cases, the community is an incorporated city, township, or village or an unincorporated area of a county.

**Contents Coverage** – Insurance to cover loss to personal property or business property. Contents must be located within an eligible building.

**Community Organizations Active in Disaster (COAD)** – A community level version of the state VOAD. See Voluntary Organizations Active in Disaster

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

**Damage Assessment** – The appraisal or determination of the effects on human, economic and natural resources resulting from human-caused or natural disasters

**Destroyed** – A facility or structure that, pursuant to Public Law 93-288 as amended, received severe damage and is no longer technically or economically usable.

**DHS** – Department of Human Services

**Duplication of Benefits (DOB)** - DOB occurs when assistance is granted to a disaster victim for with other designated resources are available.

**Donations** – Voluntary offerings by the public, business, or organizations for the benefit of the disaster affected area. Donations may be classified as ‘financial donations,’ or ‘in-kind donations.’ In-kind donations are considered to include materials, professional services and volunteers.

**Donations Management** – Management of donations is generally thought to involve logistics for receipt, storage and distribution or use of materials, services or volunteers.

**DRC** – Disaster Recovery Center

**EMA** – Emergency Management Agency

**Emergency Alert System (EAS)** – A network of broadcast stations interconnecting facilities authorized by the Federal Communications Commission to operate in a controlled manner.

**Emergency Management** – The coordination of efforts to prepare for and carry out the functions to prevent, minimize, respond to and recover from incidents caused by natural hazards, man-made hazards and acts of terrorism.

**Emergency Responder** – Includes local, state and federal emergency services public safety, law enforcement, emergency medical services (pre-hospital and hospital), search and rescue, fire services and related personnel, agencies and authorities.

**Emergency Services** – The preparation for and carrying out of the functions to prevent, minimize and repair injury and damage resulting from the natural or man-made disasters, together with all other activities necessary or incidental to the preparation for and carrying out of the forgoing functions.

**EOC** – Emergency Operations Center – the protected site from which civil governmental officials exercise direction and control in an emergency.

**Evacuation** – Organized and supervised withdrawal, dispersal or removal of people from dangerous or threatened areas, and their reception and care in safe areas.

**Family Recovery Plan** – A part of the case management process that identifies the family or individual needs, prioritizes needs and then ‘maps’ the resources to address the needs, how the resources will be acquired and who will take the necessary steps to secure the resources.

**Federal Disaster Assistance** – Aid to disaster victims or local or state governments b federal agencies under provisions of the disaster Relief Act of 1974 as amended.

**Federal Emergency Management Agency (FEMA)** – A component of the US Department of Homeland Security responsible for providing technical support to states and local governments to respond to and recover from emergencies and disasters caused by any hazard.

**FHA** – Federal Housing Administration

**FIA** – Federal Insurance Administration

**FRP** – Federal Response Plan

**Hazard Mitigation** – Any action taken to reduce or eliminate the long-term risk to human life or property

**Hazard Mitigation Grant Program (HMGP)** – A federal program that makes cost-share grants available to states and localities after declared disasters in order to implement cost-effective measures to reduce or eliminate risk.

**HUD** – Department of Housing and Urban Development

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

**IHP** – Individuals and Household Program

**Joint Field Office** – A temporary federal facility established near a declared disaster area to provide a central point for federal, state, voluntary and local officials with responsibilities for incident oversight, direction and assistance.

**LDR** – Lutheran Disaster Response

**Long Term Recovery (LTR)** – The extended period of time following a disaster in which affected person and communities work together to rebuild and regain a sense of normality.

**Long Term Recovery Committee (LTRC)** – A committee of agency representatives who cooperate in addressing the needs of the community and individuals following a disaster

**LTRO** – Long Term Recovery Organization

**LSS** – Lutheran Social Services

**Mission** – The task, together with its purpose, thereby clearly indicating the action to be taken and the reasoning for the action.

**Mitigation** – Those activities designed to alleviate the effects of a major disaster or emergency or long-term activities to minimize the potentially adverse affects of a future disaster in affected areas. Also called reduction of vulnerability.

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

**NFIP** – National Flood Insurance Program

**Non-Governmental Organization (NGO)** – A nonprofit entity that is based on interests of its members, individuals or institutions and that is not created by the government, but may work cooperatively with government.

**NOVA** – National Organization for Victims Assistance

**National Voluntary Organizations Active in Disaster (NVOAD)** – A partnership in disaster response and planning. NVOAD has 34 national member organizations, 52 state and territorial VOADS and a growing number of local VOADS and COADS.

**NWS** – National Weather Service

**One Hundred Year Floodplain** – The land adjoining a river, stream, lake, or ocean that based on past observations, statistically has a chance of being inundated only once in 100 years.

**Public Assistance (PA)** – Assistance program for local and state governments and certain private nonprofit organizations after a Presidential disaster declaration. Usually for replacement of infrastructure

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

**Public Information Officer (PIO)** – A member of the command staff responsible for interfacing with the public and media with incident-related information

**Response** – Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property and meet basic human needs.

**SA** – Salvation Army

**SB** – Southern Baptist

**Small Business Administration (SBA)** – Provides loans for disaster related damage at lower than market rate.

**USDA** – United States Department of Agriculture

**Volunteer** – A person who, of his/her own free will assumes responsibility for the performance of a task for which he/she will receive no compensation.

**VAL** – Voluntary Agency Liaison

**Volunteers in Service to America (VISTA)** – A national service program designed specifically to fight poverty. VISTA members commit to serve full time for one year to work at a non-profit or local government agency.

**Voluntary Organizations Active in Disaster (VOAD)** – A network that provides the venue for voluntary organizations with disaster response and recovery operations to collaborate, coordinate, cooperate and communicate. State VOADs work in non-disaster times to promote training and preparedness; they work in times of disaster to facilitate coordination of response and recovery efforts. VOADs are present at national, state and sub-state levels.