

community agencies responding to disaster

Congregation Emergency Plan

A Simplified Guide for Congregations of all Faiths to Help Prepare for Emergencies and Major Disasters.

Congregation Name:
Address:
Phone:
Emergency Coordinator:
Emergency Contact:
Emergency Contact:
Emergency Contact:
Date Completed:

Please review and update at least every 6 months.

This plan was compiled from various sources, including San Francisco Department of Emergency Management, CARD, SF CARD, San Francisco Dept. of Public Health, Ken Kramarz, and members of the Bay Area Regional Earthquake Preparedness Project. It has been modified for use by the San Francisco faith-based community. Questions or comments should be forwarded to:

> San Francisco CARD 1675 California Street San Francisco, CA 94109 Phone 415-955-8946 info@sfcard.org www.sfcard.org

Contents

Planning Assumptions & Emergency Coordinator/Team	Page 3
Disaster Mission Statement	Page 4
Preparing Staff for Emergencies – Personnel Availability	Page 5
Volunteers – Recruit, manage, and task	Page 6
Meeting People's Needs	Page 7
American Red Cross Shelter Partnering & Evacuation Planning	Page 8
Communications Planning	Page 9
Communications Methods/Tools & Outreach Options	Page 11
Service Continuity Planning	Page 12
Financial Resources	Page 13
Community Planning	Page 14
Incident Command System (ICS)	Page 15
ICS – Span of Control	Page 16
ICS Organizational Chart Simplified for Congregations	Page 17
ICS Sequence Checklist	Page 18
ICS Incident Action Plan Guide	Page 19
Personal Preparedness	Page 20
Facilities and Mitigation	Page 21
Go-Kits (Emergency Supplies)	Page 22
Neighborhood Resources	Page 23
San Francisco Emergency District Map	Page 24

Disaster Planning Assumptions

This plan prepares for the most extreme emergencies: major disasters. But putting procedures in place that prepares for major disasters will also be valuable in less extreme, but just as dangerous, emergencies such as a building fire, flood, loss of power, etc.

- Police, fire, paramedics, and 911 response will be overrun the first 3-5 days after a major disaster do not expect their help immediately.
- People may be largely on their own for the first few days.
- Utilities may be unavailable for extended periods (electricity, water and gas).
- Transportation systems may be severely damaged making road closures necessary.
- Telephone, cell phone, Internet and other communications systems may be down.
- You may be limited to working with resources only in the immediate neighborhood.

Designate an Emergency Coordinator and Team

Planning is a team effort, but should be coordinated by one person -a coordinator -to ensure that the planning team meets regularly and implements team decisions. Planning should consider the following:

- Prepare your facility to survive a disaster mitigation.
- Provide for continuity of religious services or spiritual care.
- Assist congregation members to prepare and outreach to them after a disaster.
- Define leadership disaster roles prior to a disaster and practice those roles.
- Consider how the congregation will assist the community after a disaster.
- Explore opportunities for collaboration with other congregations and community organizations prior to a disaster.

Congregation Disaster Mission Statement (DMS)

A clear, meaningful statement of your congregation's role after a disaster. Consider the following:

- Who are you going to be for your congregants and your community?
- Which essential services must be continued?
- What additional services (if any) will you be required (and be able) to provide?
- Do you have the capacity to provide these services?

Think about your commitments and resource limitations and create a Disaster Mission Statement (DMS).

Preparing Staff for Emergencies

Make sure your staff is mentally, physically and emotionally prepared to respond. In an emergency, the first concern of staff will be the safety and welfare of family and loved ones. They may not be able to respond quickly or at all to the congregation due to family considerations – and that should be understood and embraced by leadership.

The following will help ensure the safety of staff's families and loved ones:

- Provide staff and key volunteers training in basic emergency preparedness on a regular basis (See page 20 for further details).
- Encourage staff and key volunteers to have a family or home emergency plan. This increases staff's ability to cope with a disaster without outside assistance.
- After a disaster Ensure that all personnel take the opportunity to check on their families and homes as soon as possible.

Personnel Availability

Making sure you have enough people to meet the response needs of your congregation – as specified in your Disaster Mission Statement (DMS).

Realistic estimates of staff availability in different disaster environments:

List key staff and volunteers that should automatically report to the congregation in the event of a disaster.

Develop a contact-tree in order of priority (include denomination leadership) listing all the various methods to contact each member. Each staff person should carry the list. The list should be updated every six months or as needed.

How many personnel are likely to be available in the event of a disaster?

- If a disaster strikes during services?
- If a disaster strikes before or after hours?
- If a disaster strikes during a community service function?

Volunteers

Know the best ways to utilize and work with volunteers in a disaster. Plans include recruiting, tasking and managing volunteers.

- Are your current volunteers appropriate for disaster related work?
- Do your recruiting practices include your disaster response and recovery needs?
- What disaster related activities can be assigned to untrained spontaneous volunteers?
- What disaster related activities should not be assigned to untrained spontaneous volunteers?
- What safety / legal considerations should be included in working with volunteers?
 - Liability insurance?
 - Background checks?
 - Is there training you can render in advance of a disaster?
- Do you have a staff person responsible for managing volunteers in a disaster?

List some of the ways volunteers can support your disaster mission:



Meeting People's Needs

How many people may be in your building(s) in a disaster?

On a weekday _____

On a weeknight _____

During a service _____

- Pre-designate Primary and Alternate evacuations sites.
 Assign a staff person to ensure all people are safely evacuated.
- Do you have a plan to mobilize staff located offsite in a disaster?
 - A Staff Contact-Tree list should be made.
 - o Include a skills assessment sheet that indicates special skills of staff.
- Do you have clergy living onsite?
 - Do they have an assigned emergency role and know how they may assist in a disaster?
- What community services does your congregation support at your facility?
 - How will you safely evacuate people from the various programs?
 - How will you notify loved ones of their status?
 - How may you utilize these people to help in a disaster?
- Can you anticipate special needs of people using your facilities in advance and prepare for them?
 - o Medications, wheelchairs, special equipment, etc.
- Do you have a system in place to check on congregation members with special needs in a disaster?
 - o A Contact-tree or volunteer outreach system.
 - Designate a remote phone number where an emergency message can be recorded, and be sure all congregation members know the number and understand its use.
- Plan for connecting with key denomination hierarchy to report status information and emergency coordination.



Do you plan to use your facilities as a shelter?

- American Red Cross Bay Area Chapter (ARCBA) has programs that will assist you in sheltering during a disaster.
- Options are available for staff training in shelter management and providing emergency supplies for your shelter. For detailed information about shelter-partnering with ARCBA contact:
 - o 415-427-8000; ask for the San Francisco Disaster Services Manager.

Evacuation Planning

- Post clear directions in central facility locations on evacuation routes/procedures.
 - Clear and visible signs indicating safety tools, exits and emergency instructions will help people to keep themselves safe.
- Ensure ushers are trained in the evacuation plan.
- Keep a "Go-Kit" which includes copies of the emergency plan, action checklists, phone rosters, copies of vital documents, financial records, etc.
- Practice the evacuation plan.
- Locate and secure a temporary shelter to be used (other nearby churches, community centers, schools, etc.) Consider developing a mutual aid agreement with these sites.

Temporary Shelter Name				
Address				
Contact Name	Phone			

- Create a phone list and system for letting authorities, friends and loved ones know where the temporary shelter is located.
- Designate Alternative transportation for moving people to your temporary shelter, or other locations as necessary.

Alternate Transportation		
Contact Name	Phone	



Assign responsibility for the care of your clients at the alternate site (see ICS Section).

What may your clients need that may not be available in a temporary shelter?

• Remember to post the location of your alternate location at your site.

Communications Planning

Communications will make or break a disaster response/recovery effort. Disseminating information to staff, lay leadership, affiliates, membership, media, and denomination hierarchy takes thought, planning, and an organized structure.

To	do Items	Date Accomplished
•	Develop a list of emergency contact numbers.	
•	Develop a contact-tree for notifying staff and leadership.	
•	Develop a contact-tree or system to check on congregation members (esp. seniors and people with disabilities).	
•	Designate one remote phone number where an emergency message can be recorded and be sure all members know that number and understand its use.	
•	Identify the names of persons who shall be notified in an emergency in order of priority.	
•	Plan for connecting with key denomination leadership to report status information and coordinating response.	
•	Plan for interacting with the media – identify media contact information and develop scripts for possible scenarios.	



Use this checklist to help organize your communications issues

What should you communicate?

- Congregation status
- Damage assessment
- Services offered or changed
- Funds needed
- Volunteers needed
- Other needs

To Whom are you communicating?

- Disaster services partners
- Staff & Volunteers
- Congregation members
- Funders
- Media
- Community residents

Who should communicate the message?

- People with proper training
- Those with the proper authority
- People who share a consistent message

How should you communicate?

- Electronic / computer
- Paper
- Verbal
- Combination of methods

What can you prepare in advance?

- Talking points / key message
- Disaster /emergency response press release
- Emergency related funding solicitations
- Contact lists



Communication Methods

Utilizing various alternate means to communicate will enable you to get your message out faster and to the right people. Consider some of these options:

- Have a hard-wired analog telephone available (they operate off an independent power source).
- Try cell phones from other providers if yours doesn't work.
- Use walkie-talkies for short-range communications.
- Pay phones may still be operational (they operate off an independent power source).
- Identify runners to connect with the following response networks:
 - <u>Auxiliary Communications Service</u> operating Ham Radios (normally set up at the local NERT staging areas).
 - o <u>Neighborhood Hub</u> locations set up through Dept. of Public Health.

Other Communications Tools

- Easel Pads
- Whiteboards
- Pads & Markers
- Public Signage
- Carbon/NCR paper
- CB Radios
- Smart Phones
- Drums
- Flag Poles
- Megaphones / Bullhorns
- Texting devices
- Whistles
- Flashlights

Community Outreach Options & Methods

- American Sign Language (ASL)
- Language translators
- Computers DSL, cable, dial-up
- Door-to-door canvassing
- E-mail list serves
- Fact Sheets / FAQs
- Fax machines
- I&R lines (2-1-1 or 3-1-1)
- Group sessions
- Brochures / flyers
- Mass media (TV, radio, print)
- Websites



Service Continuity Planning

What are the critical resources necessary to carry out your disaster mission?

Identify how you might back up key staff positions (assuming some key staff will be unavailable).

Staff Position

Possible Backup Source

Identify an offsite location for the backup of vital records and duplicate copies of important documents:

Financial Resources

Understand your financial assets, limitations and commitments. Estimate cost increases over normal operations and be prepared to raise funds from alternate sources.

Having certain items and copies of the following will help.

- Insurance policies.
- Deed or lease of your facilities.
- Bank information, including all your account numbers.
- List of signatories on accounts (in case the primary signatory is unavailable).
- Legal identification, evidence of tax exempt status.
- All Memoranda of Understanding (MOUs).
- Information on credit accounts, including who are on the accounts, card locations, their limits, and who can access the accounts.
- Do you have provisions made emergency credit extensions?
- How much do you keep in petty cash? It may be the only source of immediate cash in an emergency.
- Do you have \$15 \$20 in coins for pay phones?
- Is there a procedure to obtain emergency funding from the congregation hierarchy?

Community Planning

c a r d

san francisco

Congregations can be key role models in a disaster. Residents know that you provide a host of community services and will likely seek you out in a disaster. They may be requesting help or offering their services as volunteers. Advance planning along with community collaborations may provide for a more coordinated disaster response.

Possible areas for involvement:

- Pastoral care, counseling and support to disaster clients
- Emergency shelter for congregation members or neighborhood residents
- Facility space for other congregations forced to relocate
- Resource center for food preparation or mass feeding
- Facility for storage or distribution center
- Facility for information resources
- Transportation hub
- Volunteer hub

In addition, the following services may be considered:

- Advocacy
- Animal Care
- Assisting Disaster Service Centers
- Casework
- Childcare
- Cleanup (homes and neighborhoods)
- Counseling
- Transportation
- Food services (cooking, feeding or distribution)
- Health Services

- Home visits/care
- Housing
- Language translation
- Legal assistance
- Listening
- Office support
- Mental health services
- Managing donations
- Outreach & support to vulnerable populations
- Organizing/leading volunteer groups

- Pastoral services/spiritual care
- Rebuilding/repair/ restoration
- Relocation or moving assistance
- Resource development
- Shelter services
- Special worship services
- Warehousing & distribution of relief supplies

If your congregation has a national denominational disaster response program (i.e., Episcopal Relief and Development, Lutheran Disaster Relief, United Jewish Communities, United Methodist Committee on Relief, Catholic Charities, etc.), consider partnering or working with that entity to provide disaster relief.

Incident Command System (ICS)

The State of California uses the Standardized Emergency Management System (SEMS) to respond to disasters. Understanding ICS is the core of SEMS and will allow you to organize for managing any emergency situation, coordinate with your community partners, and "speak the language" of the professional responders. Utilizing ICS makes you a much more valuable community responder.

In ICS, one person is in overall command. This person is the <u>Incident Commander (IC)</u>. Directly reporting to the IC are the <u>Section Chiefs</u>. They are responsible for carrying out the instructions of the IC, and report directly to him or her. Since many congregations have small support staffs, we have chosen to simplify the command structure and combine the leadership positions as follows:

Incident Commander:

Initiates incident response, establishes command, appoints section chiefs, establishes outcomes, responsible for public information, and closes the incident with After Action Review.

Planning & Operations Section Chief:

Makes and carries out response plan to meet incident objectives, provides medical, search & rescue, fire suppression, site security, and ensures safety of sacred objects.

Logistics & Administration Section Chief:

Provides food, water, gear and equipment per IC requests, organizes grunts & runners, finds human resources, secures radios and phones for communications needs, records incident in time sequence, and tracks all expenses, damages, purchases & personnel time.

<u>Client Care Section Chief:</u>

Provides continuous programming and care, including spiritual counseling, communicates instructions & information to clients, attends to special needs and vulnerable populations, triages emergent populations.

<u>Note:</u> For congregations with large staffs, these positions may be separated into their respective parts: Planning Section, Operations Section, Logistics Section, Administrative Section, and Client Care Section. Each one will have its own Section Chief.

Additionally, if you have enough staff, you may add two other important Sections that we have combined: <u>Public Information Officer and Safety and Security Officer</u>. Both these positions work with and report directly to the IC.

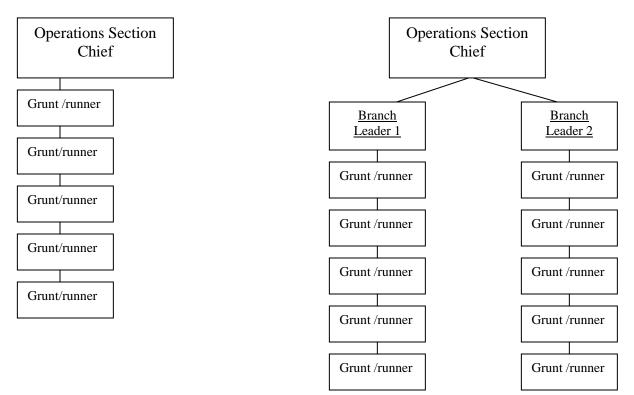


Span of Control – ICS (Continued)

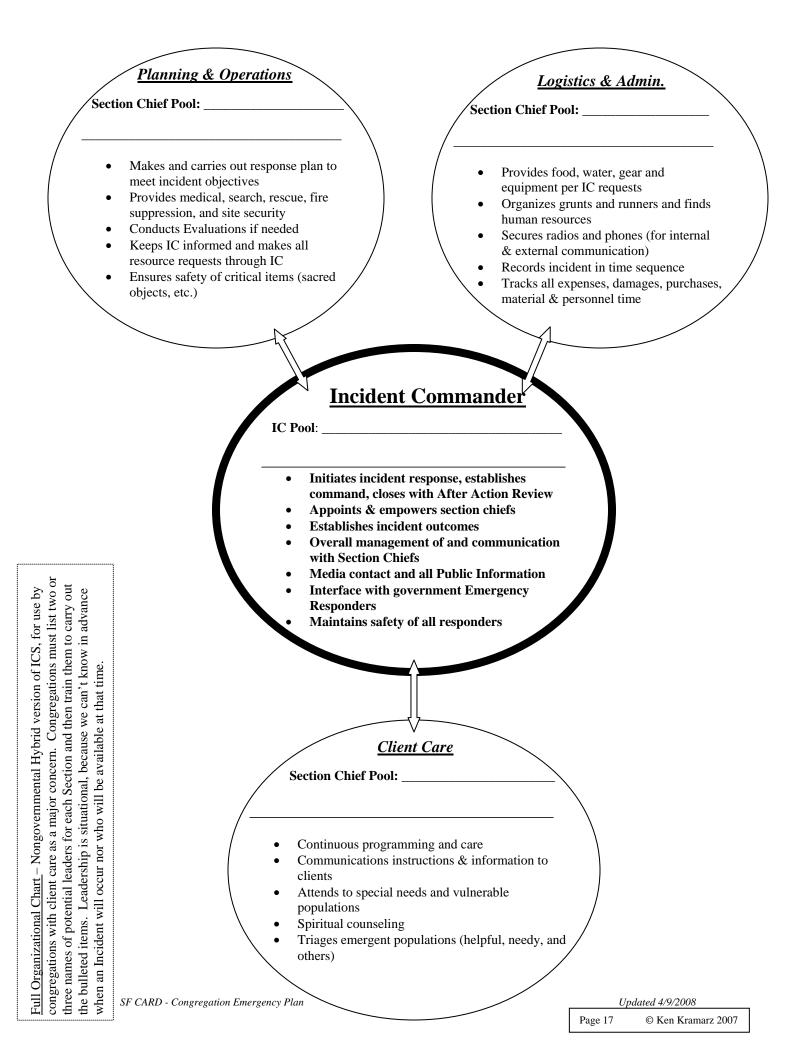
ICS is based on a chain-of-command system and utilizes a span-of-control of from 3-7 people for leaders to command. When a team exceeds 7 people, it is typically broken up to maintain continuity and order.

Example: An Operations Section Chief has 5 people working for her. They are performing search & rescue duties, and the grunts and runners report to the Operations Section Chief directly. The organizational chart (Org chart) would look like the one on the left.

As more people become available to assist the operation, it is a good idea to break into teams of smaller branches that have their own leaders. To manage span of control the Branch Leaders control the actions of their own grunts/runners who report directly back to them. Only the Branch Leaders report to the Operations Section Chief. The Org Chart looks like the one on the right.



The following Page is a simplified Organizational Chart (Org Chart) of the ICS Command Structure for use by congregations. It is explained in more detail on page 20.





ICS Sequence Checklist & Incident Action Plan Guide

- The following two checklists are designed to help guide you through implementing the ICS process.
 - <u>Sequence Checklist</u>: A step-by-step list designed to keep the leadership team on-task.
 - <u>Incident Action Plan</u>: Questions to help Section Chiefs with the process of deciding What to do, and Who will do it.

INCIDENT
DATE TIME INITIATED: COMMANDER

Incident Command System Sequence Checklist

- **1. Meet:** At Pre-determined Command Post.
- **2. Establish Command:** Highest ranking person becomes incident commander and initiates response.
 - **3.** Start Log: Begin writing everything down in time sequence.
 - **4.** Assess Situation: Collect Data from field (first hand if possible).
 - **5.** Establish Goals: Commander establishes incident goals in writing.
 - **6.** Assign Section Chiefs: From pre-trained pools of staff.

7. Write Plans:

- Section Chiefs: Use "Incident Action Plan" to put plan in writing.
- Safety and communication must be included.
- **8.** Swipe Board: Filled in.
- **9.** Go To It: No improvising in the field. IC must approve any changes.
 - **10.** Close the Incident: And write an After Action Review (AAR).

Incident Action Plan (IAP) Guide for Section Chiefs

INSTRUCTIONS:

- 1. Outcomes: make sure you understand and accept the Commander's outcomes.
- 2. Do no harm.
- 3. Put your own mask on first.

WRITE DOWN YOUR ANSWERS:

- 1. **WHAT** specifically will your Section do?
- 2. **WHO** will do each part? (Write down names)
- 3. **COMMUNICATION:** HOW will you communicate with each other and with Incident Command?
- 4. **PLAN** to prevent or respond to additional injuries?
- 5. **RESOURCES Needed:** From Logistics? From other agencies?

© Ken Kramarz

Notes on ICS Org Chart Structure

The circular structure of the ICS Org Chart better illustrates the information flow from the Incident Commander to Section Chiefs—a two-way communications structure that keeps the IC in command and fully informed.

- The IC is the decision maker—at the center of the response.
- All decisions flow out from the center to the Section Chiefs.
- All information flows back to the IC from the Section Chiefs.
- SF CARD holds classes and conducts tabletop drills on ICS. To train leadership and staff contact SF CARD at 415-955-8946 or email to info@sfcard.org.

Personal Preparedness

Staff members will want to ensure the safety and well being of family and loved ones (including pets) in an emergency. Encourage staff members to develop family/home emergency plans. At a minimum, individual/family preparedness requires the following:

- Emergency supplies including food and water to last 3 days (72 hours).
- An evacuation plan where all family members know reunification site(s).
- A home Go-Kit in case of evacuation.
- Knowledge on how to shut off home water & gas at the mains.
- Important documents copied/backed up from computers and located off-site.
- Out-of-Area Contact Person established.
 - All family members should know the contact person's number for checking the status of each family member.

Personal preparedness training sessions in most all languages are taught by American Red Cross in groups of 20 or more. Call 510-595-4459 to arrange for training.

SF CARD conducts personal preparedness training for congregation staff in conjunction with implementing the Congregation Emergency Plan. Call 415-955-8946 for assistance.

www.72hours.org for online resources – sponsored by San Francisco Dept. of Emergency Management.



Facilities and Mitigation

Basic information that will assist emergency services personnel assisting your efforts.

- Usage Types (School, childcare, social programs, etc.)
- Total square footage of the facility
- Year built
- Date of renovations
- Number of stories
- Is there a basement?
- Type of construction (wood, brick, masonry, etc.)
- Pertinent features of the building

Facility Mitigation

- Secure bookshelves, file cabinets, etc. to walls, and ensure stored items thereon are secured.
- Remove heavy objects from high to low areas.
- Place mechanisms on cabinet doors to for secure closure.
- Clear hallways & stairs of stored items and clear out storage areas of items no longer needed.
- Properly store or dispose of hazardous chemicals and flammables.
- Secure water heaters and boilers.
- Ensure operation/inspection of fire extinguishers and smoke detectors.
- Clearly mark gas & water shutoffs with instructions.
- Trim overhanging trees that may fall and damage the property.
- Post facility evacuation plans in public areas (include exit & assembly instructions, utilities shutoff locations, emergency supplies locations, evacuation sites).
- Photograph your facilities for documentation.

Date Accomplished

<u>Go-Kits</u>

san francisco

card

Go Kits are portable and placed in multiple locations so that they can be easily grabbed when evacuating the facility. They contain many of the emergency supplies needed for disasters, but on a smaller scale. A typical Go-kit includes the following items:

- Water (in small packets rule of thumb is 1 gallon of water per person per day)
- Food (pick items you enjoy and that don't need cooking)
- First-Aid kits (include medications eyeglasses, hearing aids, etc.)
- AM/FM radio (with extra batteries)
- Mylar blankets (space blanket)
- Flashlight (with extra batteries)
- Light-sticks
- Whistles (for signaling)
- Comfortable, sturdy shoes or sneakers
- Clothes (for layering)
- Garbage / plastic bags (all purpose and for waste disposal, including human and animal waste)
- Duct tape
- Tissues / toilet paper
- Sealable sandwich bags
- Deck of cards, Dominoes, books, and other comfort items
- Face masks or bandanas (to keep from breathing dust)
- Pocket knife with multiple tools on it (Swiss Army or Leatherman)
- Copies of important documents
- Cash & coins
- Pen, markers and paper

Emergency Supplies include almost all of the above items in larger quantities. Try to prepare enough supplies, especially water and food, to last for 72 hours. In addition, the facility may need:

- Tools (for shutoffs, light search & rescue, and repairs)
- Backup generator (for powering computers, lights, refrigeration, etc.)

If you plan to act as a shelter, you will need cots, bedding, and many other supplies. American Red Cross offers shelter partnerships with congregations and will train & offer supplies to congregations willing to shelter people. There are many levels of partnership. For information call 415-427-8000 and ask for the County Disaster Manager.



Neighborhood Resources

Knowing your neighborhood and forming community collaborations may help in disaster response and recovery operations. List all the congregations in the neighborhood and share contact information with each other. If desired, create agreements that allow for sharing resources, facilities, generators, and other emergency supplies. Attach the list to your emergency plan.

Resource:	Location:
Pay Phones	
Hospital(s)	
Fire Stations	
Police Stations	
Public Health Clinics (Mental & Primary Care)	
Neighborhood Hub	
NERT Staging Area	

Community Response and Recovery Network

San Francisco CARD 1675 California St., SF CA 94109 Phone 415-955-8946

Coordinated Assistance Network (CAN) C/O 1675 California St., SF CA 94109 Phone 415-955-8946

San Francisco Dept. of Emergency Management 1011 Turk Street, SF CA 94102 Phone 415-558-2700

American Red Cross Bay Area Chapter 85 Second St., SF CA 94105 Phone 415-427-8000

Salvation Army – Golden State Division 832 Folsom, SF CA 94107 Phone 415-553-3500 United Way of the Bay Area 221 Main Street, SF CA 94105 Phone 415-808-4300

The Volunteer Center 1675 California St., SF CA 94109 Phone 415-982-8999

NorCal VOAD (Voluntary Agencies Active in Disaster) C/O 3901 Broadway, Oakland, CA 94611 Phone 209-599-3425

Citizen Corps C/O 1011 Turk Street, SF CA 94102 Phone 415-503-2072

Information and Referral Information Dial 2-1-1 (HELPLINK – nonprofit sector) Dial 3-1-1 (City & County of San Francisco)



Use this map to help identify Emergency Districts in the City and County of San Francisco.

