

**Meeting the Needs of  
Vulnerable People in  
Times of Disaster:**

*A Guide for  
Emergency Managers*





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California Governor's Office of Emergency Services

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# Introduction

*One of the challenges of disaster planning and management is to overcome the natural tendency organizations have to maintain their independence and autonomy and encourage them to have a broader interorganizational and communitywide focus. Disasters by Design, Dennis S. Mileti*

## Purpose

This guide is intended to assist emergency management professionals and volunteers to better meet the needs of the vulnerable people in their community in times of disaster. It provides the basis for improved coordination and emergency management planning in supporting people with special needs.

## Background

Following the October 1989 Loma Prieta Earthquake in Northern California, a variety of human service needs and issues surfaced that were of a magnitude not previously experienced by disaster response and recovery officials. The complexity of these concerns followed a trend established in previous disasters and led to one obvious conclusion. In natural disasters affecting thousands of people, our traditional response systems cannot meet all of the resulting human needs, either in the short or long term.

In the aftermath of Loma Prieta, an ambitious, broad-based process was undertaken in the impacted area. The United Way of the Bay Area commissioned four consulting firms to conduct a disaster preparedness analysis, visioning, and planning process. As a result, the Northern California Disaster Preparedness Network was established in the fall of 1991 with the American Red Cross serving as the lead agency “to guide the implementation of the vision.”

## Ten Years Later

This guide, published in conjunction with the tenth anniversary of Loma Prieta, relates directly to two of the Top 10 Lessons Learned, as defined in the visioning process.

- We need to be better prepared to meet the needs of special population groups, and
- Organizations need to better understand their respective roles and many nonprofits and community-based organizations need to be (further) trained in disaster response.

Much has happened in the intervening years to move “need” toward reality. Each disaster finds better preparedness, better organization, and better coordination among all organizations working to meet people’s needs – especially those of the most vulnerable. Much however, remains to be done.

Addressing the great diversity of special health and medical concerns, language and cultural barriers, and other life circumstances presents many challenges for emergency managers. This Guide is written using the grouping terms “special needs” and “vulnerable populations” to refer to many different groups of people in our community. This is not meant to imply that all groups want or need the same services or information. We understand that use of

these grouping terms presents issues for some. We have tried to be sensitive in our use of these terms and use them to help illustrate the common issues or concerns of our diverse communities. This publication is not designed to provide specific or detailed information on any particular group. Our goal is to help create a foundation where the emergency needs, resources and contributions of the entire, inclusive community are supported and properly addressed.

It is to aid this effort that this guide has been developed. It is a collaborative effort of the Governor's Office of Emergency Services, the Alameda County Sheriff's Office of Emergency Services, Alameda Collaborating Agencies Responding to Disasters (CARD), and the many people who responded to our survey, participated in focus groups and individual interviews, and served on our steering committee.

Special thanks to Rob Stengel, consultant and author; Terry Gitlin, Alameda County Sheriff's Office; Carol Lopes, Executive Director, Alameda County CARD; Mary Louise Zernicke, Alameda County Area Agency on Aging; and Ana-Marie Jones, Fulfillment LLC.



# Community-Based Organizations, Vulnerable People and Emergency Human Services

After the Loma Prieta earthquake, there was an increase in the demand for home-delivered meals. The requests came from homebound elderly living in low-income neighborhoods hard hit by the disaster. The San Francisco Meals on Wheels program went from 400 to more than 800 daily meal deliveries in a matter of weeks. That delivery caseload has never returned to pre-disaster levels.

**A**s an emergency manager, how would you meet the following human service needs?

- 📁 A homeless shelter that provides drug rehabilitation services has been structurally damaged and must be vacated. Three staff and 30 residents need to be relocated.
- 📁 A remote community has a large population of retirees. The recent winter storms have not forced residents to evacuate, but reports are trickling out that many of the elderly have unmet medical needs.
- 📁 Many non-English speaking people in your community don't get vital information and are unable to follow procedures for requesting assistance during recovery.
- 📁 Eight developmentally disabled adults were left at an American Red Cross shelter after their group home flooded. The shelter manager has concerns about serving them and has requested that other options be explored.

A cooperative relationship between government and CBOs provides the best assurance that the needs of under-served people and the needs of the community for long-term recovery will be fully addressed.

To deal with the situations presented above, an emergency management system will benefit from the inclusion of community-based organizations (CBOs) that provide day-to-day services to the people who are the most vulnerable in emergencies. This document will help emergency managers include these organizations in response and recovery efforts.

## CBO Roles

Including local CBOs in your emergency management system will complement the work of established responders: the American Red Cross provides mass care and sheltering, along with individual and family assistance, disaster health services, mental health and family reunification support; the Salvation Army provides mass feeding, sheltering and clothing distribution; and state and national VOAD organizations (Voluntary Organizations Active in Disasters) assist with community recovery needs.

Community-based organizations (CBOs) provide a direct link to the local communities and the vulnerable people that CBOs serve. Incorporating CBOs into your system builds both your capacity and the effectiveness of CBOs to respond to the human service issues that result from disasters. Cooperation between government and CBOs provides the best assurance of an inclusive response and recovery plan, one that serves all the people and addresses the community's desire for long-term recovery.

With local floods predicted in 1997, there was concern in the small riverfront town of Antioch about evacuating residents using wheelchairs. A group of CBOs identified the residents who needed assistance and supplied the transportation that got them to safety.

## Defining the Terms

### 1. Community-Based Organization

A community-based organization (CBO) is a local organization (which may or may not be an affiliate of a national organization) with a primary mission to provide services to specific groups of people. This could include services to people who are developmentally disabled, homeless, low-income elderly, non-English speaking, or others. CBOs are usually nonprofit organizations. Most have a 501 (c) (3) tax exempt status from the Internal Revenue Service. Some may have the nonprofit status granted by the Franchise Tax Board. In size, they range from all-volunteer organizations that get by on virtually no budget, to multi-million dollar operations. Examples include Food Banks, Centers for Independent Living, Immigrant Assistance Programs, Easter Seals, Neighborhood Clinics, and Family Centers.

Vulnerable people present emergency managers with post-disaster needs that may not be covered by the usual resources at hand.

### 2. Vulnerable People

In disaster preparedness, the terms “vulnerable” or “special needs” people or populations are used to define groups whose needs are not fully addressed by the traditional service providers. It also includes groups that may feel they cannot comfortably or safely access and use the standard resources offered in disaster preparedness, response, and recovery. This includes, but is not limited to, those who are physically and/or mentally disabled (blind, cognitive disorders, mobility limitations), limited or non-English speaking, geographically or culturally isolated, medically or chemically dependent, homeless, Deaf and hard-of-hearing, frail elderly, and children.

## VULNERABILITY PROFILE

**Being Dependent on Support Services –** People who depend on others or community support services to function independently or perform daily activities, may become vulnerable in disasters when these “lifelines” are disrupted.

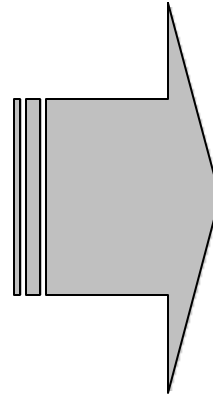
**Residing in High-Risk Areas –** People who live in the older or lower income parts of town are exposed to more of the physical structural damage from disasters.

**Limited Access –** People who lack resources, trust, knowledge, or ability to access traditional systems frequently have great difficulty with recovery.

**Social Status –** People lacking money, education, jobs, or other resources probably have fewer coping mechanisms with which to recover from disaster.

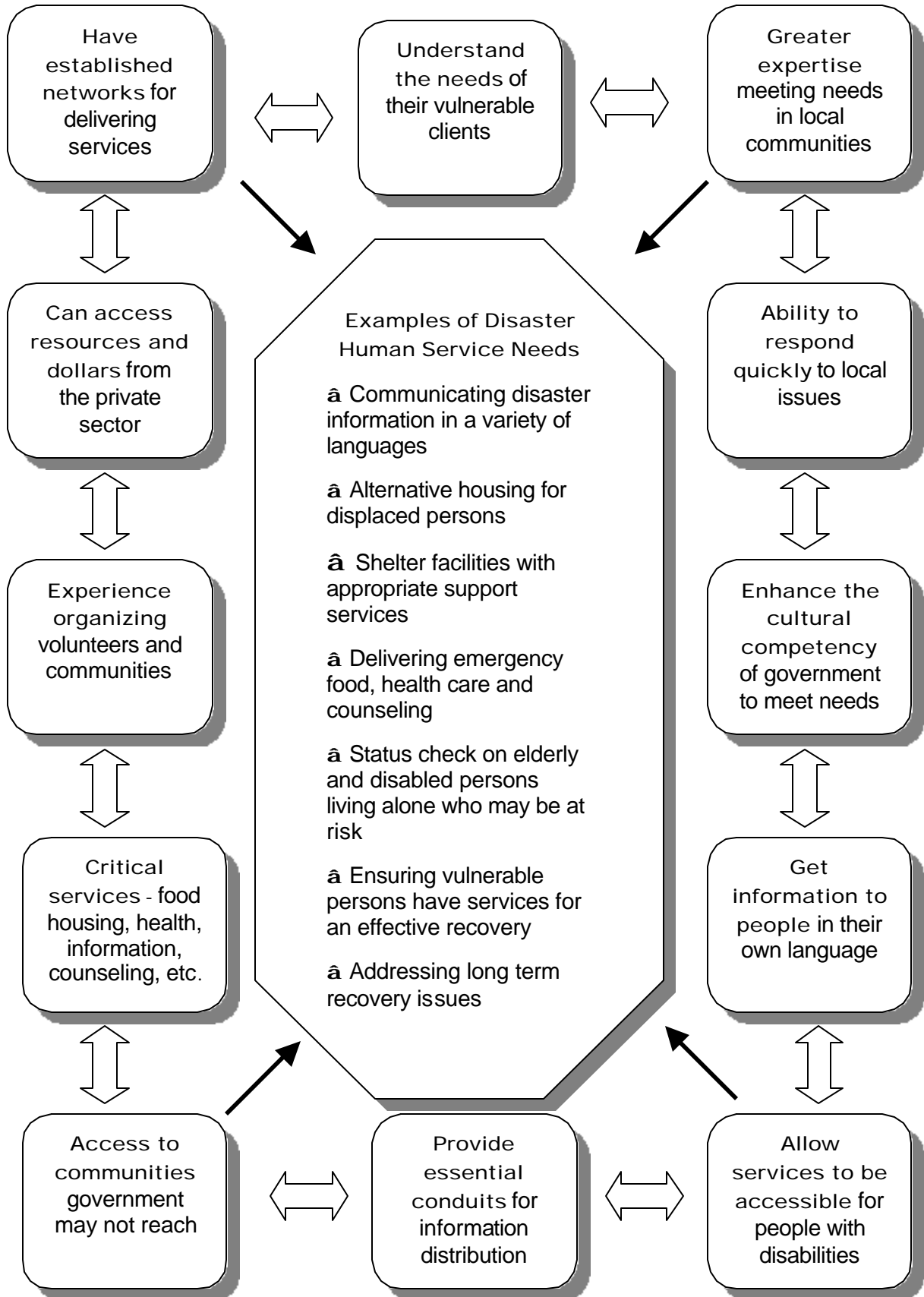
**No support systems –** People who live on very low incomes cannot prepare for disasters and may not have adequate support systems pre or post disaster.

What Makes  
Some People  
Especially  
Vulnerable in  
Disasters?



1. Some Senior Citizens
2. People with Disabilities
3. People who are Non-English Speakers
4. People who are Culturally or Geographically Isolated
5. People with Substance Abuse Issues
6. People who are Homeless, Marginally Housed or Shelter Dependent
7. Children with Special Circumstances
8. People Living in Poverty
9. Illegal Residents
10. Single-Parent Households

# WHAT CBOs BRING TO EMERGENCY MANAGEMENT



### 3. Emergency Human Services

The Disaster Response Bureau of the California State Department of Social Services has put forward the following definition of emergency human services:

“Those services necessary to sustain human life and to reduce the physical and emotional trauma that prevents people from meeting their own mental, physical, and social needs, during and after an emergency.”

The CBOs in your community are vital to the support of vulnerable populations and in the delivery of emergency human services following disasters.

#### Some Planning Assumptions About Post-Disaster Human Service Needs

- Emergency human services are vital for the long-term recovery of a community and are as important as the repairs to its physical infrastructure.
- A sustained long-term commitment to providing human services is needed to restore the community and all residents to a state of mental, physical and social well-being.
- It often falls upon local CBOs to deal with the ongoing and long-term human service needs following a disaster.
- Local CBOs will be presented with human service demands that will far exceed their resources.

Disasters create a significant displacement of low-income populations. CBOs support low-income persons with:

- Food services
- Housing
- Health care
- Counseling
- Ongoing Case Management
- Family services

## Appendices Supporting Section One

Please refer to the Appendices Section for the following materials:

Appendix A: Disaster Human Service Needs of Vulnerable People

Appendix B: CBO Human Services Pre/Post Disaster

Appendix C: Emergency Preparedness Resources for Vulnerable Populations

CBOs have the capacity to form neighborhood assessment teams and can identify specific disaster-related needs in a community.



## Partnering with Community-Based Organizations

A Center for the Disabled in the Central Valley of California played a pivotal role in assisting community residents evacuated from flood areas in 1997. The center helped people with disabilities to obtain replacement equipment (especially wheelchairs) damaged or destroyed during the flooding. The center increased its intake of new clients by 500%--people who needed housing, personal care assistance, counseling, information referral, house cleaning and new equipment.

For a year and a half following the 1995 floods, the St. Vincent de Paul Society distributed emergency food, water, clothing, diapers, and other basic supplies to monolingual families of farm workers in Santa Cruz and Monterey Counties.

### Community-Based Organizations in Emergency Management

**I**mmediately following disasters there is usually clear evidence of the physical damage to a community's infrastructure, yet identifying human needs is a more complex process. Because CBOs provide an ongoing human service infrastructure to people in the community, they are often the best barometers of post-disaster needs. The CBOs that can continue and possibly expand services following a disaster will be at the front lines providing many of the necessary services to disaster victims. They are critical in helping with the recovery of people who are most vulnerable.

CBOs bring expertise in delivering services to accommodate people and communities with language, cultural, and accessibility needs. Emergency managers can ensure that disaster services are effectively reaching people most vulnerable in disasters by having CBOs active in the response and recovery network.

Emergency shelters for the homeless population in San Francisco were set up during the 1998 El Nino winter storms. Homeless services, substance abuse help, mental health support, and health care were all provided by the involved CBOs at the shelters.

### Five Advantages To Having CBOs In Your Network

1. **Service Strengths** – CBOs have expertise in outreach, information referral, volunteer management, and special services, and offer you the opportunity for collaborating or contracting for specific disaster services.

2. **Language and Cultural Sensitivity** – CBOs can deal with the people they serve in their own language and in a culturally appropriate manner.
3. **Support on Accessibility Issues** – CBOs can help make disaster services accessible (ADA-compliant) for people in the community who are mobility impaired, Deaf, blind, or have other disabilities.
4. **Neighborhood Connections** – CBOs offer community connections and local resources that can enhance response and recovery effectiveness.
5. **Community Trust** – CBOs maintain daily relationships with ethnic communities and vulnerable people. They provide a bridge for communication, service provision and problem solving.

## Building Relationships with CBOs

Within every community, there are facilities, skills, and resources to handle many human service needs in the wake of disasters. The missing piece is often a coordinated plan that links these community resources together. To reach diverse communities post-disaster, work cooperatively with local CBOs well before there is a disaster. This section offers guidance on how to build relationships with CBOs through a five-step process that can be adapted to fit your own situation (see Summary, p. 13).

Vulnerable populations are often most effectively reached by the CBOs that serve them every day.

- Step One: Set a goal to connect with CBOs
- Step Two: Designate a contact person for CBOs
- Step Three: Get to know the CBO community
- Step Four: Meet and discuss common concerns
- Step Five: Involve CBOs in ongoing activities

The benefits to collaboration include:

### **■ Step One – Set a Goal to Connect with CBOs**

The coordinated involvement of local CBOs in disaster work is relatively new. As such, CBOs need guidance from emergency managers to build their capacity for responding to client needs in emergencies. And emergency managers need the support of CBOs to reach vulnerable persons.

- Strength in diversity
- Expanded services
- Greater coordination
- Shared resources
- Fewer service gaps

### Useful CBO Connections

1. CBOs that serve vulnerable people or ethnic communities and connect you to these populations in emergencies



2. CBOs with specific resources or specialized services (food distribution, counseling, information, or volunteer management) that enhance your ability to address human service needs
3. CBOs that are critical to supporting community needs in the recovery phase, given the human services they provide

The Emergency Services Coordinator for the city of San Leandro meets regularly with local CBOs to discuss emergency planning and their role in disaster work. Any CBO funded by the city is required to have an agency disaster plan.

## **II Step Two – Designate a Contact Person for CBOs**

It is recommended that the local emergency services office appoint someone involved in some aspect of emergency management to be the representative for CBOs. This person’s primary duty is to serve as a point of contact for CBOs and to help initiate and participate in CBO disaster planning meetings.

### Functions for the Emergency Management CBO Contact

- Bringing CBOs together to discuss emergency planning
- Working with CBOs on understanding emergency roles
- Identifying the resources and services of CBOs
- Assisting CBOs to develop emergency plans

### Designating an Emergency Management CBO Contact

- Expand the responsibilities of the person who works with the Red Cross and Salvation Army to include contact with CBOs.
- Find a volunteer who is enthusiastic about, and involved in disaster preparedness to take the lead in connecting with CBOs.

In Alameda County, the local Area Agency on Aging (AAA) supports the CARD Project to prepare CBOs serving elderly and disabled populations. The AAA requires each funded CBO provider to have a written emergency response plan.

## **III Step Three -- Get to Know the CBO Community**

In smaller jurisdictions, a few key CBOs may be all the coverage needed to ensure connection to vulnerable communities and human service resources. Larger jurisdictions pose a greater challenge: to cover the demographics of the community it is important to involve all CBOs that connect with under-served areas and populations.

- Begin by identifying and building relationships with the CBOs already linked to government through the local government departments of Social Services, Public Health, Mental Health, and Area Agencies on Aging (if applicable). Each department contracts with CBOs to provide services that government does not provide. That makes them a valuable asset to have in your emergency network.

- Connect with any existing CBO networks or human service coalitions already in place within your jurisdiction. CBOs maintain informal communications networks through which essential disaster support can be built.

### Connecting with CBO Networks

- These networks may range from informal associations to highly structured committees or coalitions.
- There may be only one network in smaller communities.
- These networks may serve a specific neighborhood, ethnic community, or functional area (homelessness, food, senior, health, or children and families), particularly in larger urban areas.

### Contacts for Finding CBOs and CBO Networks \*

1. United Way Office
2. Information and Referral Service Agency
3. County Area Agency on Aging
4. Community Action Agency (or Block Grant Provider)
5. Volunteer Center
6. Local Government Social Services or Public Health Agency
7. The Community Preparedness Website: [www.PrepareNow.org](http://www.PrepareNow.org)

\* See Appendix D, **Finding Local CBOs**, for more information.

## **II Step Four – Meet and Discuss Common Concerns**

From the contacts you develop, have a meeting or mini-workshop to discuss community emergency planning and potential areas for CBO involvement. Allow time for an exchange of information to establish areas of common concern and further cooperation. A meeting with key CBOs provides an opportunity to talk about what you do and how you operate. It is also a good strategy for learning about CBO needs, services, capabilities and response plans.

As a result of this initial meeting, you can identify next steps. The hope is that there will be enough issues to discuss and interest to encourage further cooperation. Follow-up meetings can be used to involve other CBOs as well. One possible outcome from the meetings is that a core group of CBOs will take leadership for establishing an ongoing organized CBO disaster planning committee.

The city of Santa Clarita has established a relationship with Caring Link, a local community network made up of churches and nonprofit agencies. In an emergency, this network will offer 12 different services from childcare to food and clothing distribution.

Disasters have a tremendous impact on the frail elderly. After the 1998 El Nino floods, many Assisted Living Facilities reported that an alarming number of elderly residents required a higher level of care shortly after the event. This was due to the trauma of evacuation.

## What to Cover at CBO Meetings

- Provide an overview of what happens during disasters, your role, using SEMS, and where CBOs fit in the structure.
- Ask to hear about some of the resources that CBOs have which might allow you to better reach the people they serve.
- Ask how CBOs might support your functions and how you can support their efforts to serve their clients.
- Determine whether the CBOs have disaster plans.
- Let CBOs know what the government can provide in disaster planning and response assistance.
- Discuss the feasibility of having a CBO representative in the Emergency Operations Center when activated.
- Focus future meetings around specific planning issues (coordinated assistance to vulnerable people, volunteer management, commodities distribution).
- Focus future meetings on specific communities or neighborhoods. Find out which CBOs are in what communities and what services they offer: food, sheltering, transportation.

CBOs can be an element of your outreach effort in helping to prepare vulnerable people for disasters.

## **■ Step Five -- Involve CBOs in Ongoing Activities**

Ideally, you will sit down with some frequency with the CBOs and talk about preparedness, capabilities, and response. Beyond the meetings with CBOs, invite some of the more motivated CBO staff to participate in other activities.

### Involving CBOs in Ongoing Activities

- Get CBOs involved in planning, training, and exercises.
- Create a web site section (if applicable) for CBOs that offers emergency planning tips and tells them how they can get involved.
- Identify CBO leadership to serve as your single point of contact.
- Add a CBO representative to your Operational Area Council.
- Invite CBO representatives to meetings that involve emergency management issues.

Is it enough just to identify vulnerable populations in an emergency plan?

- Offer the use of your facility to the CBOs for meetings.
- Include CBO representatives on your relevant task force(s).

### **Beyond Step 5**

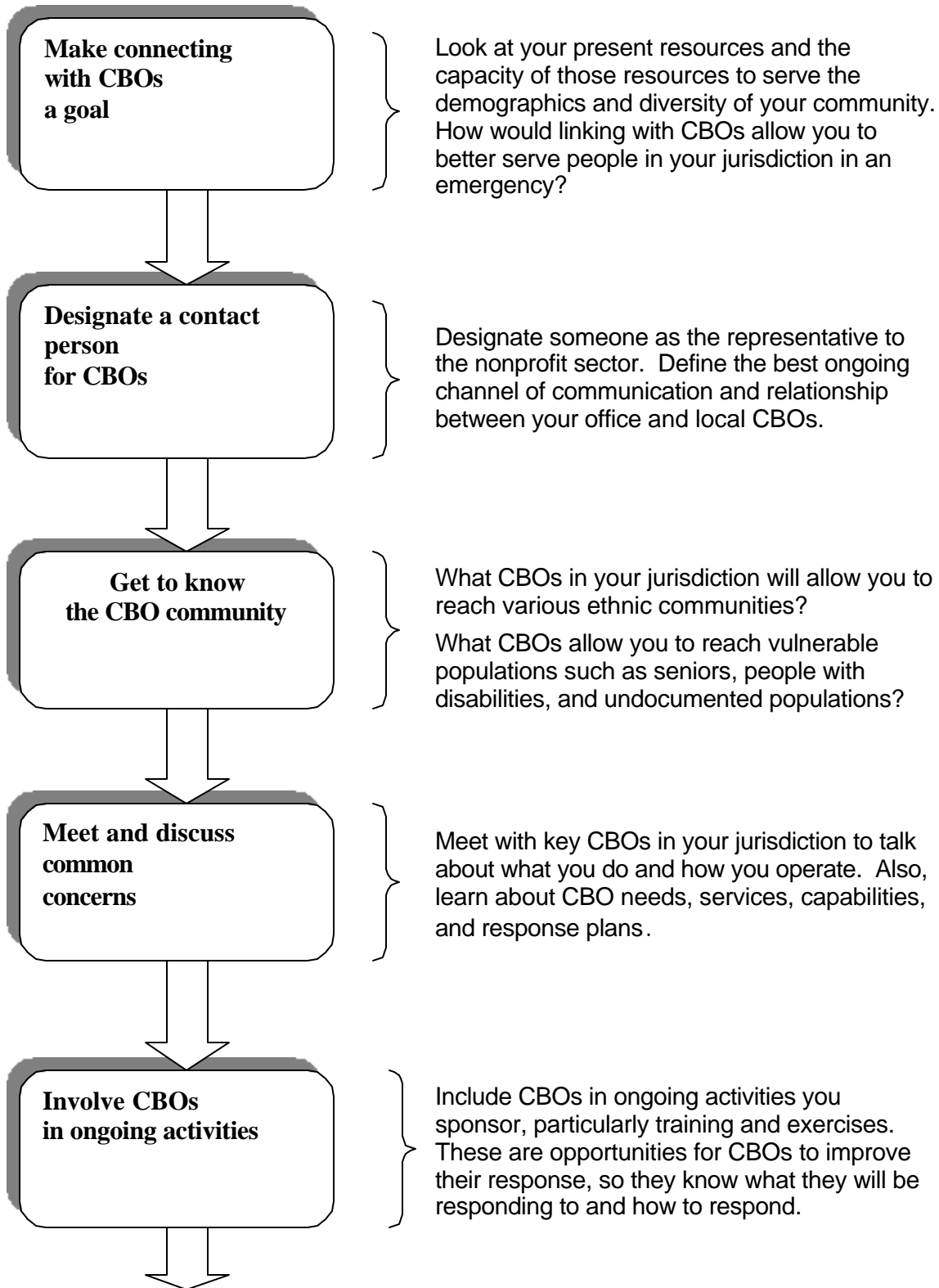
Beyond these initial five steps, the next level involves the formation of a CBO Disaster Collaborative Group, such as a VOAD (Voluntary Organizations Active in Disasters) or a CCG (Community Collaborative Group). These groups bring together CBOs for the purpose of planning and preparing for a coordinated CBO role in disaster work. The CCG model has taken this concept to another level by identifying a lead agency to coordinate the work of other member CBOs engaged in delivering disaster human services.

A fully developed CBO Disaster Collaborative Group may have a representative with a designated seat in the Emergency Operations Center. This single point of CBO contact makes the job of connecting to the larger CBO community much easier for emergency managers.

Materials in the appendices supporting this section give details about CBO Disaster Collaborative Groups. The information may help emergency managers decide whether this level of CBO coordination is appropriate for their jurisdiction.

# Building Relationships with CBOs

## A Summary



Finally, establish how these relationships will function in a disaster. Is there a CBO Network you can connect with in emergencies? What will be the role of the network with your office?

## Bridging Organizational Differences

There are going to be differences in any working relationship between CBOs and government. Understanding the sources of such differences will make relationships between CBOs and government more successful. The following chart explains some of the structural and philosophical distinctions between the two groups. It is adapted from the California Specialized Training Institute (CSTI) Participant Reference Materials, "Community Based Organizations in Disasters," June 1997.

	Government	CBOs
Organization	<ul style="list-style-type: none"> <li>◆ Command and control forms the operating environment</li> </ul>	<ul style="list-style-type: none"> <li>◆ Collaboration and consensus building forms the operating environment</li> </ul>
	<ul style="list-style-type: none"> <li>◆ Big – may cover a large area with greater access to resources</li> </ul>	<ul style="list-style-type: none"> <li>◆ Small – may cover a smaller area with less access to resources</li> </ul>
	<ul style="list-style-type: none"> <li>◆ Predictable – bureaucracy means greater stability</li> </ul>	<ul style="list-style-type: none"> <li>◆ Adaptable – lack of bureaucracy means greater flexibility</li> </ul>
Motivation	<ul style="list-style-type: none"> <li>◆ Public Safety tends to be the overriding concern</li> </ul>	<ul style="list-style-type: none"> <li>◆ Client Concerns are the overriding focus</li> </ul>
	<ul style="list-style-type: none"> <li>◆ Regulations Driven – operates under statutes</li> </ul>	<ul style="list-style-type: none"> <li>◆ Needs Driven – operates under what best meets community and client needs</li> </ul>
Personal Style	<ul style="list-style-type: none"> <li>◆ Non Political – attempts to be nonpartisan</li> </ul>	<ul style="list-style-type: none"> <li>◆ Advocates – attempts to fight for the best interests of clients served</li> </ul>
Governance	<ul style="list-style-type: none"> <li>◆ Laws govern actions</li> </ul>	<ul style="list-style-type: none"> <li>◆ Boards of Directors govern actions</li> </ul>

Recognize that CBOs get involved in disaster response and recovery planning out of a belief that it is in the best interests of the people they serve to be prepared for emergencies.

Ultimately, CBO and government relationships are advantageous for both parties. People in social services often fail to see the big picture of emergency management because their focus is on the needs of their clientele. And government personnel can have the same narrow focus on their mission.

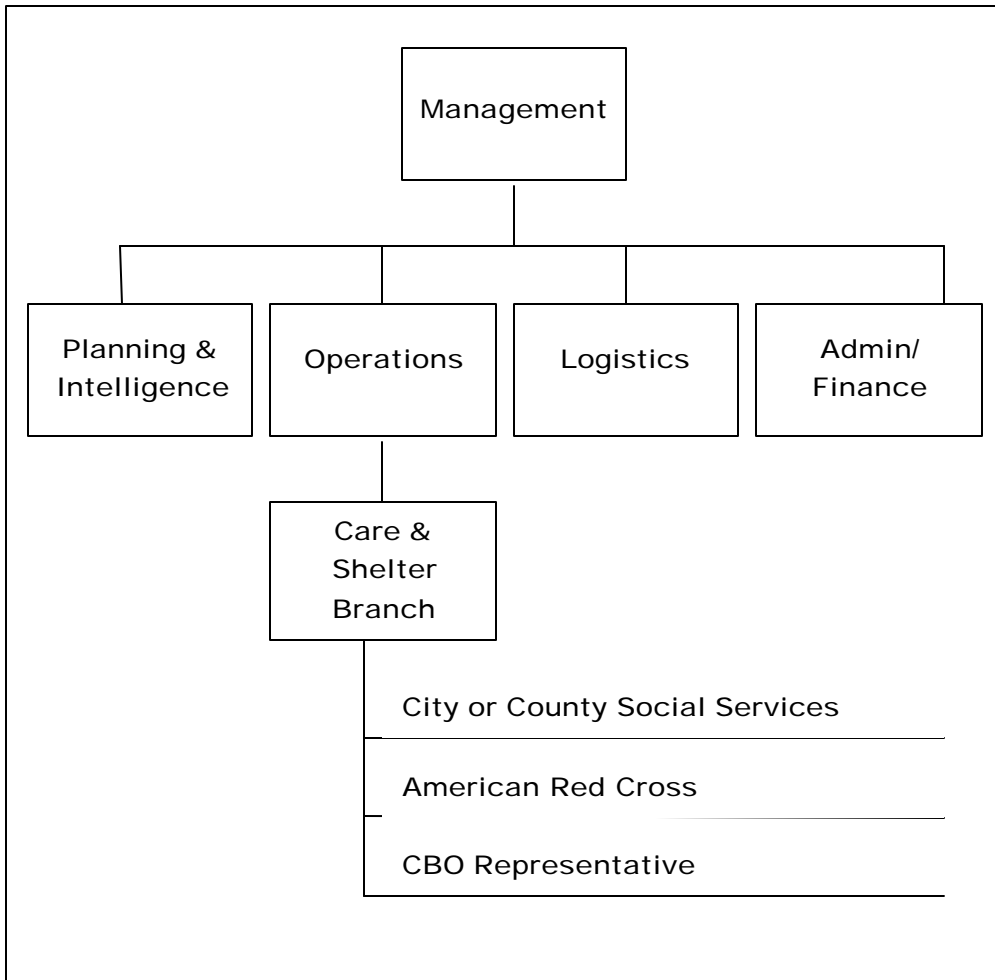
# Linking CBOs to Your Emergency Operations Center

## Placing the CBO in Your EOC

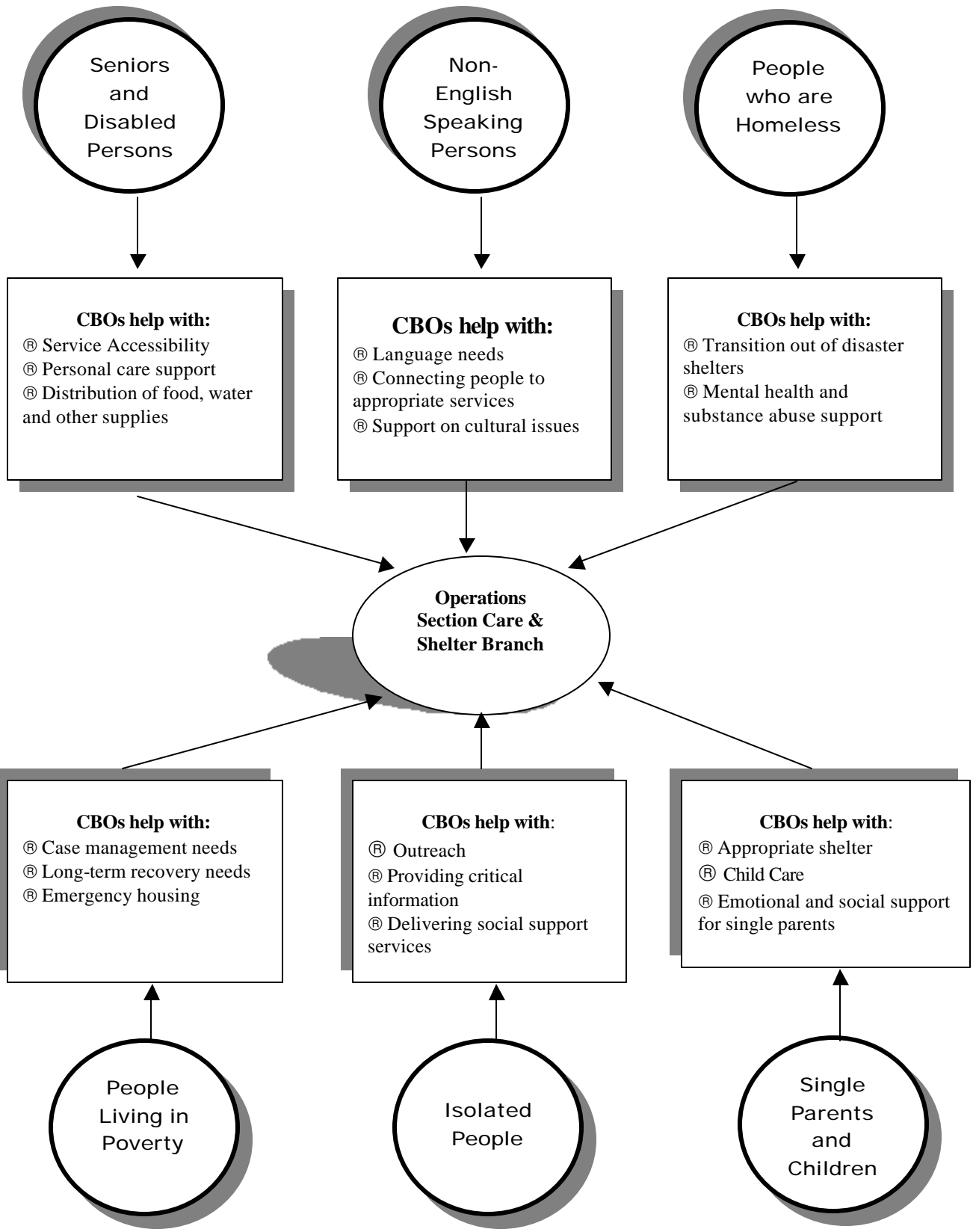
The most logical place to link CBOs within your SEMS organization is under the Operations Section in the Care and Shelter Branch. This arrangement will support coordination of human service needs among city or county social services, the American Red Cross, the CBOs, and others you might have represented in the branch. It will also foster the communication necessary with others in the Operations Section to ensure any necessary support for activities related to meeting human needs.

Connecting with a local CBO serving teen parents may be the best way to find support for a 16-year-old low-income single parent mother who comes into a disaster shelter with an infant.

### The CBO Representative in the EOC: An Example



# Community-Based Organizations In the Emergency Operations Center





## CBOs in the Recovery Phase

Burt Wallrich, INFO LINE of Los Angeles, shares a story that illustrates the central role that CBOs play.

“The day after the Northridge earthquake I called my counterpart in Dade County, Florida to ask what we might expect at our agency as far as calls to our information line. They had gone through Hurricane Andrew less than two years earlier. She said that at the outset it will be nothing that you can't handle. ‘We got more calls, but they were fairly routine, mostly about what programs were available and things like who had building materials. Then six months out from the event the number of calls started to skyrocket. These were the stress calls, things like suicide, domestic abuse, substance abuse, and child abuse--all the things that follow from severe stress. The calls continued to increase for the next six months.’ A year from the event the number of calls had not decreased.”

It is critical that those involved with emergency planning consider *the long-term human needs* that result from disasters.

This experience illustrates the following:

- Communities have long-term needs for recovery and CBO contributions are vital to this effort.
- CBOs play a long-term role in recovery. A community recovers from a major disaster for years. Long after the event has faded from the evening news, local CBOs continue to respond to disaster-related needs.
- Human service needs during recovery require the same planning attention as human service needs during response.
- Recovery is a cooperative effort. Given the central role that CBOs play in recovery, they need to be linked with governmental recovery and program support planning efforts before a disaster hits.

Populations that are culturally isolated, non-English speaking, or homebound present the greatest challenge in connecting services with needs.

CBOs have the capacity to organize teams of volunteers to do the door-to-door outreach necessary following disasters.

### What Steps Should You Take with CBOs in Recovery?

Emergency management can ensure that local CBOs are in the loop and are informed and involved in recovery activities.

- CBO services often supplement government disaster aid programs because in recovery government programs may not reach the people that CBOs support.
- Cooperation with CBOs in recovery is the most practical way to ensure that resources (or recovery services) reach all people with needs.

There are a number of other resources that may come into a community during the early phases of recovery:

1. The Federal Emergency Management Agency (FEMA), in cases of federally declared disasters, funds a number of programs;
2. Other governmental disaster assistance programs;
3. The American Red Cross activities;
4. The involvement of State and National VOAD groups (Voluntary Organizations Active in Disasters) and interfaith community efforts.

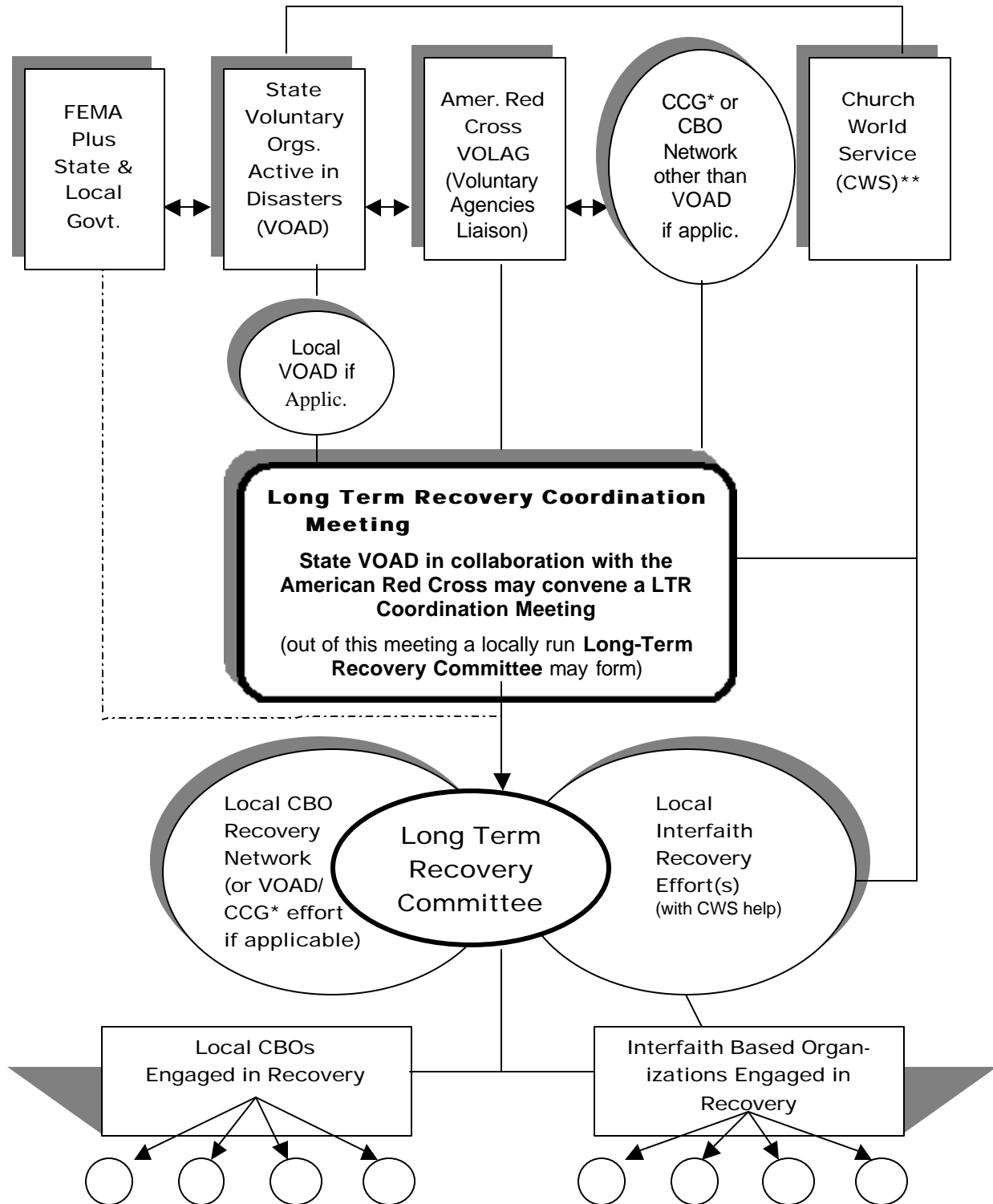
As these recovery resources begin to pour into a community, it is challenging to maintain a coordinated effort. The goal is to make sure that recovery resources and services reach all people, and that all the players are working together and not duplicating efforts.

The most practical process for addressing long-term recovery issues is to establish a Recovery Task Force or Committee of the organizations that will be most active in the recovery phase. In fact, a key provider in the community, such as the United Way, Information and Referral Agency, or the Red Cross, may initiate the process of bringing the group together.

For example, following a major event, the state Voluntary Organizations Active in Disasters (VOAD) group, in cooperation with the American Red Cross and FEMA, will probably convene a Resource Coordination Meeting. Out of this meeting, a Long-Term Recovery Committee may form. The diagram on the following page illustrates a Recovery Planning Model for CBO involvement.

CBOs providing in-home health care services can reach and support clients whose daily survival needs far exceed the capabilities of the traditional response system.

**Sample Recovery Planning Model with CBO Involvement**  
 This model may be applied in different ways depending on local circumstances.



The long-term recovery committee is a locally owned group. People at the top are resource people that get it started. Much of the ongoing work is done by CBOs at the local level. \* CCG refers to Community Collaborative Groups, \*\*CSW is a member of State VOAD

## Appendices Supporting Section Two

Appendix D: Finding Local CBOs

Appendix E: CBO Disaster Collaborative Groups

Appendix F: Considerations in Developing a CBO Disaster Collaborative

Appendix G: Tips for Starting a CBO Disaster Collaborative

Appendix H: Suggested CBOs to Involve in a Disaster Collaborative

Appendix I: Disaster Collaborative Models

- Alameda County CARD Project (Collaborating Agencies Responding to Disasters)
- Emergency Network Los Angeles (ENLA)
- Humboldt County VOAD (Voluntary Organizations Active in Disasters)

Appendix J: Tips for Developing a CBO Emergency Response Plan

## Administrative Matters

The 1991 firestorm in the East Bay hills left one 77-year-old retiree burned out of his apartment and standing on the street with no idea what to do. Catholic Charities guided him through to recovery. The agency found immediate temporary housing, replaced his belongings, bought him food, and eventually found a new place for him to live.

**T**his section addresses some of the administrative details and cost reimbursement issues involved in working with CBOs in times of disaster. Governments typically have broad experience in contracting with both the public and private sectors for services. Thus, existing procedures can be used in developing agreements for working with CBOs in times of disaster.

CBOs are usually private, not-for-profit organizations, that are supported by one or more funding sources. Most cannot significantly deplete their resources during a disaster unless they are assured of full and timely reimbursement of disaster-related costs that fall outside their normal levels of operation. Because of 1) the importance of tapping CBO resources and expertise and 2) the operating constraints faced by many of these agencies, local governments are encouraged to develop agreements/contracts with CBOs or Community Collaborative Groups (CCGs) that will ensure timely payment for the services requested and provided.

Cost reimbursement for response/recovery activities is a complex and ever changing reality in the disaster world.

## Developing CBO Agreements and Contracts

There are three major reasons for government to create pre-event agreements with CBOs to provide services in response to a disaster:

1. Strengths – CBOs provide services for vulnerable people that are generally not available from other sources.

2. Reimbursement – Memoranda of understanding and contractual agreements will greatly assist CBOs to recover the extra expenses they incur in providing agreed upon services for government in times of disaster.
3. Cost savings – CBOs have unique skills and services and the resourcefulness to meet needs in a cost-effective manner.

The following are examples of pre-arranged agreements between governments and CBOs for disaster-related services:

- o Information and Referral Management – The Emergency Network of Los Angeles (ENLA) has an agreement with Los Angeles County to provide a County Emergency Hotline in disasters or emergency situations (see Appendix I, p. 50).
- o Volunteer Management – The Volunteer Center of Sonoma County has an agreement with the County of Sonoma to manage the referral process for convergent volunteers following disasters (see Appendix K).
- o Medical Care & Social Services -- Salud Para La Gente has an agreement with the City of Watsonville to provide emergency disaster services to the public when a local disaster has been proclaimed (see Appendix L).

These agreements reference cost recovery by CBOs through State and Federal channels and programs. **However, because of the reimbursement needs of CBOs previously mentioned, we are recommending that local (city or county) government contract with and pay CBOs for agreed upon services; and that cost reimbursement for these services be pursued at the State and Federal levels by the local government as an aspect of its cost recovery effort**

### Elements of a CBO Agreement

- o The purpose of the agreement
- o A brief statement about the organizations involved
- o Task list of duties or checklist of services the CBO will provide
- o A list of what government will provide in support of that function

- Any joint responsibilities
- How and when terms of the agreement become activated
- What costs will be covered and how costs are documented and paid
- The signatures of all parties concerned

## Reimbursement

### Tips To Ensure CBO Reimbursement

1. Include a mechanism for reimbursement. When government sets up a contract with a CBO to provide an agreed-upon service in a disaster, make sure there is an understanding of how payment will be handled.
2. Include the CBO in your emergency plan. Make sure CBOs are in your emergency plan. In some cases, this may help the jurisdiction to receive reimbursement for CBO response costs.
3. Consider a vendor relationship. Pursue a vendor relationship, especially with CBOs that already receive government funds. Have specific government agencies – Social Services or Health Services – set up a contract or service agreement with CBOs.
4. Use current CBO/government contracts. For example, the San Francisco Department of Public Health (DHP) puts into all contracts for CBOs that they may be required to respond to emergency events occurring in the city and will be reimbursed for their services. DPH funds over 100 CBOs, and they are part of the city’s response network in a disaster.

## Appendices Supporting Section Three:

Appendix K Memorandum of Understanding between Volunteer Center of Sonoma County and the County of Sonoma

Appendix L Memorandum of Understanding between Salud Para La Gente, Inc. and the City of Watsonville, California





## Appendices

### From Section One:

Appendix A: Disaster Human Service Needs of Vulnerable People

Appendix B: CBO Human Services Pre/Post Disaster

Appendix C: Emergency Preparedness Resources for Vulnerable Populations

### From Section Two:

Appendix D: Finding Local CBOs

Appendix E: CBO Disaster Collaborative Groups

Appendix F: Considerations in Developing a CBO Disaster Collaborative

Appendix G: Tips for Starting a CBO Disaster Collaborative

Appendix H: Suggested CBOs to Involve in a Disaster Collaborative

Appendix I: Disaster Collaborative Models

- Alameda County CARD Project (Collaborating Agencies Responding to Disasters)
- Emergency Network Los Angeles (ENLA)
- Humboldt County VOAD (Voluntary Organizations Active in Disasters)

Appendix J: Tips for Developing a CBO Emergency Response Plan

### From Section Three:

Appendix K: Memorandum of Understanding between Volunteer Center of Sonoma County and the County of Sonoma

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DISASTER HUMAN SERVICE NEEDS  
OF VULNERABLE PEOPLE  
(1 of 3)

**Seniors and People with Disabilities**

Includes people living both independently and in dependent care facilities.

- ❑ Arranging personal care assistance if in-home care support is unavailable.
- ❑ Getting food, water and other necessary supplies distributed to seniors and people with disabilities living alone or in isolated areas.
- ❑ Providing meals for people dependent on home-delivered meals if deliveries are interrupted.
- ❑ Helping seniors and people with disabilities fill prescriptions for life-sustaining and other important medications, and replace vital personal equipment (e.g., hearing aides, wheelchairs, batteries) damaged or lost in the disaster.
- ❑ Ensuring that dependent care facilities serving seniors and people with disabilities have disaster plans and are taking measures to support the population they serve in disasters.
- ❑ Contacting isolated and homebound seniors and people with disabilities to check on their status and to support them in getting the services they need.
- ❑ Checking on and, if necessary, evacuating people who cannot be self-sufficient for 3-5 days following a major disaster. This includes people who are severely disabled or ill, on life support systems, frail elderly, and people in dependent care.

**Non-English Speakers**

Includes people with immigrant or undocumented status.

- ❑ Making disaster resource information available in a variety of languages.
- ❑ Providing coaches or advocates to help non-English speaking persons in how to best present their case or need for disaster assistance.
- ❑ Reaching out to ensure people who need services are getting them (particularly for undocumented populations who will fear involvement with government agencies).

**People who are Culturally or Geographically Isolated**

Includes people or communities who because of cultural differences or geography function outside the mainstream population (e.g., communities within communities that are often neglected).

- ❑ Delivering culturally appropriate services such as meeting the dietary needs of ethnic populations in feeding operations and food programs.
- ❑ Making certain information and services reach isolated neighborhoods and people.

**People with Substance Abuse Issues**

- ❑ Ensuring that drug and detox programs are prepared and have a system to request resources. People using the services of these centers will become vulnerable if they are left on their own without proper medication or support following a disaster.

DISASTER HUMAN SERVICE NEEDS  
OF VULNERABLE PEOPLE  
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**People who are Homeless, Marginally Housed or Shelter-Dependent**

Includes (1) homeless individuals in or out of shelters, (2) homeless families, and (3) women in shelter programs for domestic abuse reasons.

- ❑ Coordinating planning with homeless service providers to support the transition of the chronic homeless population out of disaster shelters.
- ❑ Providing mental health and substance abuse support services to the homeless population in disaster shelters.
- ❑ Helping runaway youth or women who are victims of abuse to find alternate community-based shelter if evacuation is necessary.

**Children with Special Circumstances**

Includes unattended minors or latch key children and children living in foster care, group or halfway homes and other residential assisted living programs.

- ❑ Finding appropriate alternative shelter if necessary and connecting emotional support services to children as needed.
- ❑ Ensuring facilities have disaster plans that meet the needs of children they serve.

**Single-Parent Households**

Includes single parents with children who have limited personal resources.

- ❑ Providing day care support and family support services.

**People Living in Poverty**

Includes many of the individuals identified in the above categories as well.

- ❑ Planning for long-term recovery needs that will increase over time due to the lack of personal resources and displacement of low-income persons in disasters.
- ❑ Finding post-disaster emergency, temporary, or subsidized housing.
- ❑ Providing community services to support a shelter population that will be disproportionately low-income.

**Specific Needs of People with Disabilities**

The brief summary below identifies some specific disaster needs of disabled persons.

**a) People with Mobility Disabilities**

Includes people who use wheelchairs and other mobility aids (e.g., crutches, walkers).

- ❑ Shelters that are physically accessible (entrance ramps, bathrooms, sleeping areas)

DISASTER HUMAN SERVICE NEEDS  
OF VULNERABLE PEOPLE  
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- ❑ Evacuating the chair and other equipment with its user and immediate replacement of equipment that is damaged or unavailable.
  - ❑ Providing accessible transportation for persons with mobility disabilities both during evacuation and to get to sites for receiving disaster assistance.
  - ❑ Finding out of shelter placements that are fully accessible for people.
- b) People with Visual Disabilities
- ❑ Providing assistance (guides) to help with navigation at disaster service locations.
  - ❑ Keeping service animals or guide dogs with the person at all times.
- c) People who are Deaf or Hard of Hearing
- ❑ Including American Sign Language interpreters and TTY/TDD equipment with trained personnel at locations where disaster assistance is provided.
- d) People who are Dependent on Electricity (life support systems)
- ❑ Relocating people dependent on electricity so they can maintain their life support systems during short or long power outages.
- e) People with Developmental or Cognitive Disabilities
- ❑ Presenting information and instructions slowly for individuals who have difficulty understanding information that is rapidly given or quickly flashed (as on a television screen).
- f) People with Psychiatric Disabilities
- ❑ Getting mental health support to prevent people with psychiatric disabilities from going into crisis.
  - ❑ Finding back up sources for obtaining essential prescription medications.
- g) People with Communication and Speech Related Disabilities
- ❑ Being creative and patient with people who are non-vocal but still capable of making their needs known to listeners.
- h) People with Environmental Illness or Multiple Chemical Sensitivities
- ❑ Providing alternative scent-free shelter environments and additive free foods so people with environmental illness avoid respiratory complications.



CBO HUMAN SERVICES  
PRE/POST DISASTER  
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v CBO Shelter and Housing Services

1. **Community Sheltering** – augment traditional mass care sheltering by providing alternate shelter facilities, staffing, food, case management, translation, or other services necessary to meet the needs of people in disaster shelters.
2. **Temporary Housing** – provide rental assistance, housing referral services, and transitional or short term housing to support people with housing following a disaster (especially low-income persons).

v CBO Health and Medical Services

1. **First Aid** – supplement the response to emergency medical needs through staff and volunteers trained in first aid and emergency response, and/or by providing medical supplies.
2. **Health Education** – get pertinent public health information out to the communities or persons that CBOs serve.
3. **Mental Health** – provide mental health services that will support the emotional needs of disaster victims.
4. **Mobile Care** – support the work of organized disaster response teams that provide diagnostic and treatment services within designated neighborhoods following a disaster.

v CBO Commodity Services

1. **Donations Management** – support the management and distribution of material resources and in-kind donations received following a disaster (food, clothing, and other personal and household items).
2. **Emergency Supplies** – links with local business and private vendors (e.g., restaurants, pharmacies, and medical suppliers) give CBOs access to resources that may not be as readily available to government. CBOs are also another resource for disaster supplies – blankets, cots, cleaning products, medical equipment, assistive devices for people with disabilities, etc.

CBO HUMAN SERVICES  
PRE/POST DISASTER  
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3. **Food and Water** – support persons with special dietary needs and help with the distribution of food and water to people who are homebound or at-risk (e.g., elderly or disabled persons and people with AIDS). CBO kitchens, meal programs and food pantries support mass feeding and food distribution efforts in a disaster.
4. **Warehousing** – supplement food, water and clothing storage needs either by providing temporary warehouse spaces, or by making existing on-site space available.

v CBO Supportive Services

1. **Advocacy** – ensure that persons with limited knowledge of, or ability to access the system, receive appropriate disaster services and support.
2. **Case Management** – provide case management support that helps people get the services they need. Following a disaster, this support is critical for people with long-term recovery needs who have limited personal resources to help themselves.
3. **Childcare** – provide childcare and on-site respite support for parents at shelters and other disaster service locations. CBOs specializing in children's services offer support that can help children with emotional and personal recovery needs.
4. **Crisis Counseling** – provide counseling, crisis hotlines, and mental health services that will support disaster victims with post-traumatic stress or other emotional needs.
5. **Financial Aid** – form a critical safety net for helping people to access economic resources who may not get support through traditional means, because they do not meet eligibility requirements for specific government disaster aid programs.
6. **Fundraising** – raise funds from private sources (businesses and foundations) to support long-term recovery needs in the community.
7. **Home Restoration** – support the rebuilding, repair and cleanup of homes through organizations such as Habitat for Humanity and faith-based organizations.



**CBO HUMAN SERVICES  
PRE/POST DISASTER  
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8. **Information** – provide important information on community resources that connects people who need help with available services and assistance.
9. **Language** – ensure that critical information is conveyed in a language appropriate manner and reaches persons (e.g., immigrant, undocumented, and non-English speaking persons) that the standard media may not reach.
10. **Legal Advocacy** – provide legal services and support to ensure that people needing assistance receive their proper entitlements.
11. **Needs Assessment** – will quickly identify needs in the community and the support necessary to meet them. CBOs provide the most accurate assessment of the social and human impact of a disaster, especially concerning the people they serve.
12. **Outreach** – have the resources and existing connections to reach culturally isolated, undocumented, non-English speaking, or homebound persons. CBOs can organize volunteers to do door-to-door outreach if necessary.
13. **Replacement Equipment** – support seniors and people with disabilities with the replacement of vital personal equipment (e.g., crutches, hearing aides, wheelchairs, personal supplies, etc.), that is damaged or lost in the disaster.
14. **Transportation** – support the mobility needs of elderly and disabled persons with accessible transportation resources. CBOs can help in transporting people with disabilities during evacuation, or with transportation to disaster service areas.
15. **Volunteer Management** – provide experience working with volunteers and can involve volunteers to help with the delivery of disaster human services. Volunteer Centers can assist with the recruitment, referral, training, and placement of community volunteers to support response and recovery activities.



EMERGENCY PREPAREDNESS RESOURCES  
FOR VULNERABLE POPULATIONS  
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The Community Preparedness Website -- [www.PrepareNow.org](http://www.PrepareNow.org)

A website supported in part by joint funding through the Federal Emergency Management Agency (FEMA) and the California Office of Emergency Services. The site shares disaster-related information and materials designed for community organizations serving vulnerable clients. It also highlights the work of Community Collaborative Groups (CCGs) to integrate community organizations into emergency management. *See flier on the page that follows.*

The following materials are available through the California Governor's Office of Emergency Services Coastal Region (510-286-0895); Southern Region (562-795-2900); and Inland Region (916) 262-1772.

**Earthquakes: A Survival Guide for Seniors**

Developed by Santa Clara County Department of Health. 1991. 40 pages. A booklet to teach seniors in seismically active areas how to cope with earthquakes. The booklet is printed in large, easy-to-read type, covers preparedness, response, and recovery from an earthquake.

**Earthquake Preparedness Guidelines for Large Retirement Complexes and Large Residential Care Facilities**

Developed by California Governor's Office of Emergency Services, Coastal Region Earthquake Program. 1992. 75 pages. Provides comprehensive instruction and activities to help facilities serving older adults to prepare for earthquakes.

**Karen After The Earthquake**

Video developed by California State University, Hayward. 1993. 30 minutes. A guided tour through the home of Karen, a woman using a wheelchair, who modified her apartment to reduce quake hazards after the Loma Prieta earthquake.

**Living and Lasting on Shaky Ground: Earthquake Preparedness for People with Disabilities**

Developed by Independent Living Resource Center of San Francisco. 1997. 137 pages. A guide to help people with specific disabilities prepare for earthquakes. The information was gathered from materials and discussions with people with disabilities and is relevant for all emergencies.

**Make Yourself A Promise**

Video developed by TODCO, a San Francisco group that provides affordable housing for seniors and other low-income populations. 1990. 25 minutes. Focuses on both individual preparedness and neighborhood planning with special attention given to the preparedness needs of the elderly.

## Look what's available @ www.PrepareNow.org

- ☑ Disaster preparedness information in languages including: English, Spanish, Chinese, Japanese, Korean, Vietnamese, Tagalog, Portuguese
- ☑ Information on preparedness programs designed to support organizations working with vulnerable people and communities
- ☑ Preparedness information for owners of service animals, pets and livestock
- ☑ Bay Area Community Preparedness Calendar – where participating collaborative groups specializing in disaster preparedness for people with special needs can post events of interest



- ☑ Direct e-mail links to the innovative Bay Area programs addressing the preparedness concerns of special needs/ vulnerable communities
- ☑ Sample disaster plans for organizations serving people with special needs
- ☑ Disaster preparedness tip sheets, checklists and how-to guides
- ☑ Internet/web resources and links to other emergency service providers
- ☑ List of awards / recognition received by the Community Collaborative Groups (CCGs)

**An internet resource for people, communities, and organizations working with special needs in times of disaster**

FINDING LOCAL CBOs  
(1 of 2)

The following organizations can provide more detailed information on local CBOs and CBO networks in your community.

**Area Agency on Aging (AAA)**

The Area Agency on Aging (AAA) in each county has responsibility to ensure that support services are provided to low income and older adults in their region. Therefore, the AAA is the best resource for information on local CBOs serving older and disabled adults. Each AAA operates an **Information and Referral for Senior Services** program. Calling the statewide 800 number, 800-510-2020 will connect you to the local AAA Senior Information and Referral office.

**Centers for Independent Living (CIL)**

The Center for Independent Living (CIL) in each community serves as an advocate and resource for people with disabilities. The CIL can identify other local CBOs that support people with disabilities. To find the local CIL in your community, contact the State Independent Living Centers (SILC) office at 1-800-861-1234, or go to their web site at [www.silc.org](http://www.silc.org).

**Community Services Block Grant (CSBG) Program / Community Action Agencies**

A program to reduce poverty in local communities. CSBG funds are federal dollars that get distributed through eligible local governments to nonprofit agencies for services that include nutrition, employment, education, housing, emergency assistance, etc. The primary CBO delivering these services to low-income and/or ethnic communities is often a centrally based Community Action Agency. Contact the Sacramento Department of Community Services and Development at 916-322-2940, or go to the website at [www.csd.ca.gov](http://www.csd.ca.gov), to find your local Community Action Agency.

**Emergency Food and Shelter Program (EFSP)**

A national program chaired by FEMA to help people with economic (not disaster related) emergencies. EFSP funds support local community efforts to provide feeding, sheltering (including transitional sheltering), rent/mortgage, and utility assistance services. There are local EFSP Boards in most counties that can identify local CBOs delivering food and shelter services. To find the local EFSP Board in your community, contact the national office at 703-706-9660.

**Information and Referral Service Agency**

Each community has a central Information and Referral (I&R) service provider. This agency has the most comprehensive database for the entirety of human service agencies in that community. Together, these providers make up the California Alliance of Information and Referral Services (CAIRS). For more information on the local provider in your community, contact the HELpline at 909-686-HELP.

## Appendix D

### FINDING LOCAL CBOs

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#### Volunteer Centers

The local Volunteer Center may support emergency managers in three areas. First, the center may assist with the recruitment, assessment, and referral of spontaneous unaffiliated volunteers following a local disaster. Second, the center may provide information on how to manage those volunteers. Third, the center may be able to identify local CBOs that have a role in disaster response and recovery.

#### United Way

The local United Way Office can provide you with a demographic profile of needs and vulnerable populations in the community you serve. The United Way can also share information on the local CBOs that they fund to serve these populations.

**CBO DISASTER COLLABORATIVE GROUPS**

A CBO Disaster Collaborative Group is a generic term used here to refer to diverse groups of CBOs that come together for the purpose of understanding, coordinating, and preparing for involvement in disaster work. The most common CBO Disaster Collaborative is known nationally as VOAD (Voluntary Organizations Active in Disasters). Many VOAD groups have formed locally throughout California. California has two state VOAD organizations that can provide more information on established local VOAD groups or help with the establishment of new groups. National VOAD has a website at [www.nvoad.org](http://www.nvoad.org).

Northern California Voluntary Organizations Active in Disasters (NorCal VOAD)  
 Contact: Jim Aldrich, President, 415-584-8281  
 c/o DisasterNet  
 236 West Portal Ave., #241, San Francisco, CA 94127

Southern California Voluntary Organizations Active in Disasters (SCVOAD)  
 Contact: Ray Shupp, President, 909-328-0013  
 c/o American Red Cross, Riverside Chapter  
 7001 Indiana Ave., Riverside, CA 92506

In addition, Community Collaborative Groups (CCGs) have emerged as a new type of disaster collaborative model in the Northern California Bay Area Counties.

Community Collaborative Group (CCG) Information  
 Program and contact information on local Bay Area CCGs can be found at the Community Preparedness Website, [www.PrepareNow.org](http://www.PrepareNow.org), or contact the State Office of Emergency Services, Coastal Region, at 510-286-0895.

*The VOAD and CCG Models.*

<b>Function</b>	<b>VOAD (Voluntary Organizations Active in Disasters)</b>	<b>CCG (Community Collaborative Group)</b>
Background	Grew from the experience of Hurricane Camille where nonprofit organizations were duplicating services and lacked coordination in their effort to meet disaster human service needs	Developed from the lessons of the Loma Prieta Earthquake where the system was not prepared to respond to the complex human service demands it faced
Concept	Conceptualized as a forum for members to plan and exchange information on disaster work	Conceptualized as an attempt to integrate CBOs into disaster planning, response and SEMS
Activation	National and State VOADs do not activate as an organization in responding to disasters, but local VOADs have begun to work toward becoming operational in disasters	CCGs are linked with their Op Area and develop response plans for how the organization will become operational in a disaster





FACTORS TO CONSIDER IN DEVELOPING A  
CBO DISASTER COLLABORATIVE  
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**Should You Organize a CBO Disaster Collaborative or Not?**

Whether your jurisdiction should help develop an organized CBO Disaster Collaborative depends on a number of factors.

1. Size of Your Jurisdiction

The larger your jurisdiction the more difficult it may be to bring together your local CBOs during a disaster. A CBO Disaster Collaborative Group provides this function for you. Smaller jurisdictions may only need to interact with a handful of CBOs which may make it easier to do the coordination independently.

2. Relationships with CBOs

One of the reasons for developing relationships with CBOs is because CBOs connect you to the vulnerable persons and ethnic communities you need to reach in emergencies. Depending on your community and geography, an informal working relationship with a few CBOs may be enough to provide these connections. If your jurisdiction is large and has a diverse population, a CBO Disaster Collaborative Group gives you greater assurance of resources and information getting to those diverse populations in emergencies.

3. Role of the Local Government Social Services Agency

In larger jurisdictions, your local government Social Services Agency or Public Health Agency already has the infrastructure for forming a CBO disaster network. Social Services or Public Health continually contract with CBOs to serve vulnerable persons. What is needed is to prepare their CBO providers for disaster work. The question is what CBOs are missing from this network, and would an independent disaster collaborative group provide better overall coverage for your jurisdiction?

4. Other Networks Already in Place

There may already be an ongoing CBO network in your jurisdiction that brings together many of the CBOs within the community. Your goal might be simply to have some tie-in to that network. Moreover, since that network is presumably focusing on issues other than disaster work, you will want to support them in understanding their role in disasters.

5. Emergency Management Commitment and Leadership

While you want to build on existing CBO networks, there is still a time commitment involved with engaging CBOs in disaster planning. Are the potential benefits for community preparedness worth the time? Most emergency managers with a CBO Disaster Collaborative in their jurisdiction would admit to having been very skeptical at first. Yet they have been pleased by the benefits their CBO collaborative has brought to the community.

FACTORS TO CONSIDER IN DEVELOPING A  
CBO DISASTER COLLABORATIVE  
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6. CBO Commitment and Leadership

Whether the network ultimately becomes an organized CBO Disaster Collaborative depends on the commitment of the member CBOs involved and whether a CBO is willing to take leadership. Just having a voluntary committee – that brings together diverse groups of agencies to understand each other's needs and to be involved with planning before a disaster occurs – may be all you need for your situation. The ideal outcome is for the CBOs involved take ownership for this effort.

7. Bottom Line

Whatever you decide, the important function is to support the role of CBOs in disaster work and to sustain that role by bringing the CBOs into your system. This will ensure CBOs have the support they need (e.g., information, resources, and coordination with traditional responders) for the delivery of emergency human services to the general community and to specific populations.

**Benefits of CBO Disaster Collaborative Groups for Emergency Managers**

1. **A Single Point of Contact** – the CBOs within the collaborative are represented by one person, lead agency, or liaison so this one contact serves as your one-stop shop to the greater CBO community.
2. **A Strategic Partner** – the CBOs ensure that emergency human services get delivered to vulnerable persons and that recovery resources are allocated fairly.
3. **Reduces Your Workload** – by handling issues such as volunteers, material donations, and requests for human service support, hence relieving your Emergency Operations Center of these added duties.
4. **Prepares the Nonprofit Community** – by taking the initiative for planning and organizing the CBO community for disasters.
5. **Provides Coordination of CBO Operations for You** – the collaborative functions to coordinate the work and services of CBOs in disasters. If one CBO has resource deficiencies, the collaborative, – with your help if necessary – will find resources or make connections with another CBO to provide service backup.

TIPS FOR STARTING A  
CBO DISASTER COLLABORATIVE  
(1 of 2)

The following are lessons learned from the VOAD (Voluntary Organizations Active in Disasters) and CCG (Community Collaborative Group) experience in starting a CBO Disaster Collaborative.

1. Getting Started

- ❑ Given the CCG strategy, find a CBO willing to act as the lead and fiscal agent for the group, write a grant proposal, and, when funded, hire a project manager. The Community Preparedness Website, [www.PrepareNow.org](http://www.PrepareNow.org), has more CCG details.
- ❑ To form a local VOAD, define a mission for the organization and contact the State VOAD representative. Because VOAD is both a state and national organization, a new or forming local VOAD can expect support (limited however) starting out. The VOAD website, [www.nvoad.org](http://www.nvoad.org), provides more detail on how to form a VOAD.
- ❑ Establish your own identity. Begin as a committee or coalition of agencies that meet with some regularity to prepare for involvement in disaster work.

2. Lead Agency

The role of the American Red Cross may vary from one CBO Disaster Collaborative group to another. Ultimately, the CBOs involved in forming the collaborative will have to decide who should lead. Some considerations include:

- ❑ Perspective – Whether that leadership should come from an agency that is best connected with the larger community on a day-to-day basis, or brings the best overall community knowledge.
- ❑ Role in Recovery – A collaborative can be a critical component to the community's long-term recovery from disasters, so the lead agency should be invested in recovery work.
- ❑ Donations – If the collaborative plans to assume any role in raising funds or receiving contributions for long-term recovery needs following a disaster, then the lead agency may also need to have the capacity for providing fiscal oversight.

Leadership may come from the United Way, an Information and Referral Agency, a Volunteer Center, or the Salvation Army.

3. Inclusiveness

- ❑ Seek out small CBOs as well – Smaller organizations that meet very specific needs are as important to recruit as other CBOs that have a countywide scope of operations such as the Red Cross, Salvation Army, Food Bank, etc.

TIPS FOR STARTING A  
CBO DISASTER COLLABORATIVE  
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- ❑ Need for a shared stake -- The CBOs involved need an equal stake in the group; groups that become a one-person show tend to fail once that person leaves.

4. Emergency Management Role

- ❑ Assist in helping the collaboration to get started, but let it have a life of its own. Emergency managers are going to have ties to the collaborative, but the group has to be locally owned.
- ❑ **I**nterface regularly with the collaborative so that they know you and how to access your system.
- ❑ Help the group comply with SEMS and provide other technical support (e.g., tabletop exercises). The training is an opportunity for the CBO to improve their response, and to know how to respond within the response structure or system.
- ❑ Help the group to prepare for disasters by developing individual emergency response plans.
- ❑ Help the group to develop mutual assistance plans to ensure that essential CBO services continue to the clients that these CBOs serve following disasters.
- ❑ Help the group to link with traditional responders to ensure a coordinated response to people who are traditionally under-served following a disaster.
- ❑ Help the group to understand how they communicate with the Emergency Operations Center (EOC) and the designated representative at the EOC in time of disaster.
- ❑ Help the group understand how they could be reimbursed for specific governmental services they may provide beyond normal operations, or for services government may contract with them.

5. Special Challenges

- ❑ To focus on the needs of vulnerable persons and under-served communities to ensure everyone gets the services they need for an effective recovery.
- ❑ To be realistic – Most CBO representatives will have other competing priorities so it is better to just focus on a few things.
- ❑ Involvement – Getting more CBOs involved and getting CBOs to take ownership.
- ❑ Cohesion – Keeping the group cohesive and moving forward.
- ❑ Fragility – The alliances are fragile as agencies can depart anytime they choose.

## SUGGESTED CBOs TO INVOLVE IN A DISASTER COLLABORATIVE

This list is a *suggested starting point* (not an inclusive list). The CBOs listed below are suggested because they reach under-served populations play a response role in disasters.

1. Area Agency on Aging (AAA) – is typically a part of county government and the most comprehensive resource on services to the elderly.
2. Catholic Charities – a multi-service CBO that reaches children and elderly persons.
3. Center for Independent Living (CIL) – to represent disability issues and populations.
4. Community Action Agency (and other Neighborhood CBOs) – depending on the community demographics and geography, representation is needed from CBOs that can address low-income neighborhoods or reach specific ethnic communities.
5. Food Bank – the key food provider and link to other food, pantry, or meal programs.
6. Health Clinic – to support the medical needs of low-income residents.
7. Homeless Service Provider – presumably the agency that takes the lead for providing shelter and homeless services in your community.
8. Information and Referral Agency – information in a disaster is a vital commodity; the primary community I&R agency can help identify the CBOs on this list.
9. Interfaith Representative – presume they will be active in the recovery phase.
10. Jewish Family and Children's Services – like Catholic Charities, a multi-service CBO.
11. Meals on Wheels – a link to the isolated frail elderly in the community.
12. Mental Health Provider – mental health is a critical need and ongoing response issue.
13. American Red Cross (local chapter) – the primary lead for care and shelter activities.
14. Salvation Army – also critical for shelter and mass feeding operations.
15. St. Vincent de Paul – for commodities and donations management.
16. Substance Abuse Agency – identify whichever CBO takes the lead in this area.
17. United Way – for fundraising and fiscal management regarding recovery needs.
18. Volunteer Center – for managing people resources and supporting the agencies above.



ALAMEDA COUNTY CARD PROJECT  
(COLLABORATING AGENCIES RESPONDING TO DISASTERS)

**Background**

CARD was formed in 1994 out of the lessons learned from the 1989 Loma Prieta earthquake and other national disasters. Primary in the lessons were that special populations were not well served, and that coordination was lacking between CBOs and traditional responders.

**Mission**

In partnership with traditional disaster response agencies, CARD prepares and facilitates local community groups for coordinated response and recovery efforts for vulnerable populations.

**Description**

- CARD is an independent nonprofit organization and is funded by United Way, local foundations and city government. CARD has a full time Executive Director and other paid support staff.
- CARD is a formal member of the Alameda County Operational Area Emergency Management Organization.
- CARD works with Alameda County CBOs and traditional responders to (1) plan for the delivery of disaster human services, (2) ensure the emergency needs of vulnerable populations are met, (3) strengthen relationships and communication among all parties, and (4) ensure CBO response is done in a manner compatible with SEMS.
- CARD has designed an innovative curriculum of training workshops and ensures that each member agency is prepared for a disaster by having a disaster response plan in place.

**Operational Plan**

CARD is written into the emergency plans for county and local jurisdictions and will act as the hub for CBO coordination in an emergency. In a major disaster, CARD activates its workstation at the county Emergency Operations Center. CARD links requests for emergency help with the community-based organizations available to provide help. CARD also will serve as a resource for any member agency needing help should their services be disrupted and/or their building be damaged and destroyed.

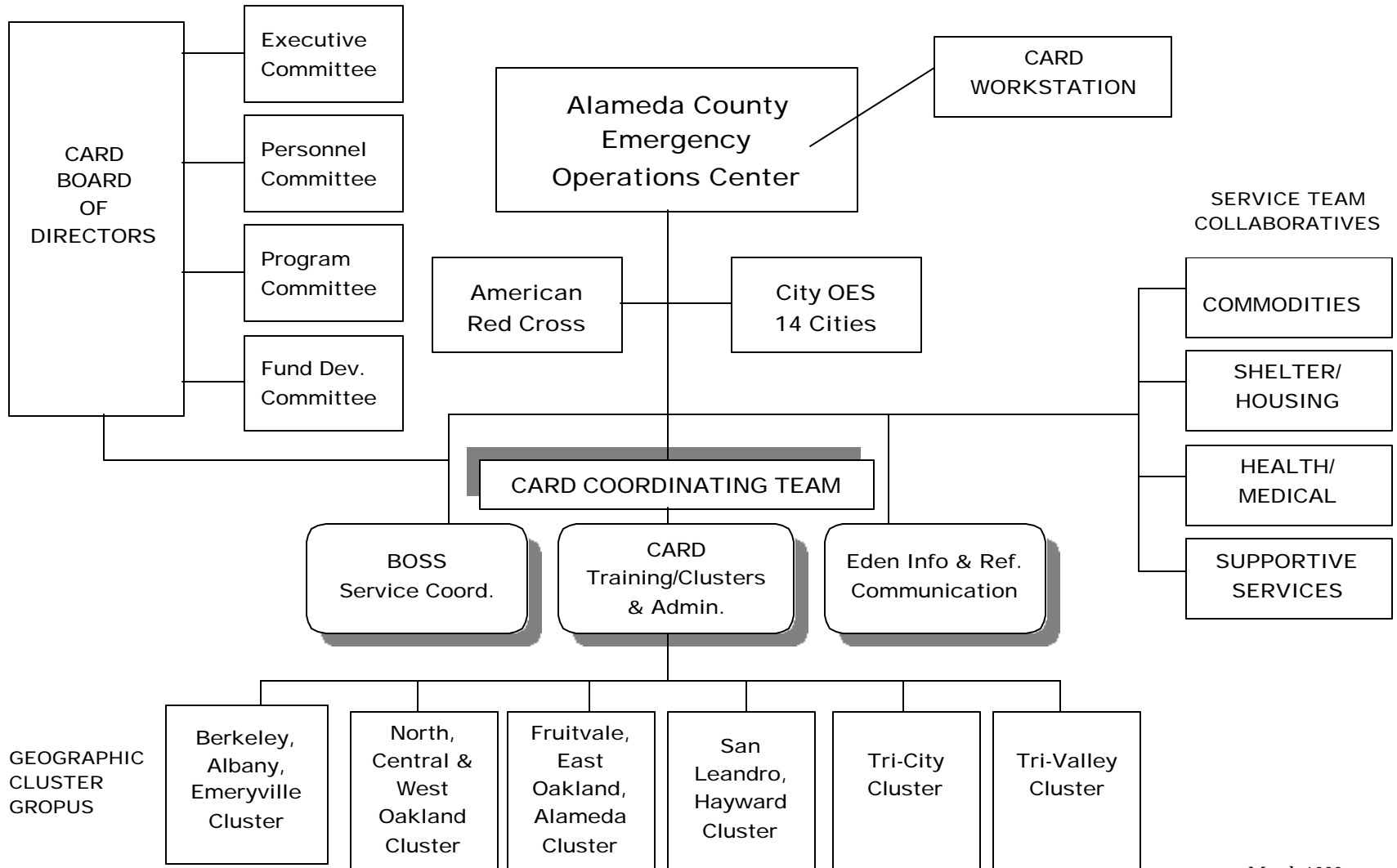
**Organization**

- Service Team Collaboratives – Organized by four primary service areas that include Commodities, Shelter/Housing, Health/Medical ,and Supportive Services.
- Geographic Cluster Groups – Participating agencies belong to one of six local geographic cluster groups that plan for disaster response within their local area. Each cluster has a lead agency that connects to its local Emergency Operations Center.
- Coordinated response plan for support to vulnerable populations – Details the inter-agency support to be provided in 21 human service areas of concern.

**Contact Information**

PO Box 30173, Oakland, CA 94604 (510) 451-3140 FAX (510) 451-3144

**ALAMEDA COUNTY CARD PROJECT (COLLABORATING AGENCIES RESPONDING TO DISASTERS)  
ORGANIZATIONAL CHART**



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## EMERGENCY NETWORK LOS ANGELES, INC. (ENLA)

### ENLA is the Los Angeles County VOAD

#### Background

ENLA developed out of the Los Angeles Mayor's Office following the 1994 Northridge Quake and shortly thereafter merged with the existing Los Angeles County VOAD (Voluntary Organizations Active in Disasters).

#### Mission

To enhance preparedness and coordinated response to disasters by facilitating linkages among Los Angeles County Community-Based Organizations and with Government and the Private Sector.

#### Description

- ENLA has incorporated as a 501 (c)(3) nonprofit entity.
- Established a formal liaison with the Emergency Preparedness Commission for the Cities and Counties of Los Angeles, the major policy development body for the whole Operational Area.
- Provides training and forums to support CBOs with disaster planning and preparedness.
- City and county government representatives are active on both the committees below and on the ENLA Board.

#### Operational Plan

The City and County of Los Angeles recognize ENLA as the primary point of contact for nonprofit agencies in disasters (see written statement next page). Following a major disaster, ENLA will communicate through the County Public Social Services Department's Operations Center to work in concert with City and County representatives on the effective delivery of human services to disaster victims.

#### Organization

- **Functional Committees** – Focus around specific needs such as Food, Shelter & Homeless Services, Health Services, Mental Health Services, Women's Services (for organizations that serve women's needs), Communities of Faith and Animal Rescue Services. Other committees may form based on CBO interest.
- **Local Community Networks** – Made up of pre-existing community coalitions that come into ENLA as a whole (e.g., Pico-Union Cluster and Compton Local Planning Council). This allows ENLA to link coalitions serving low-income communities with county government in emergencies.

#### **Contact Information**

916 Francisco Street, Los Angeles, CA 90015 (213) 896-9185 FAX (213) 627-2105

**EMERGENCY NETWORK LOS ANGELES, INC. (ENLA)**  
**Recognition by the City of Los Angeles Emergency Operations Board and the County of**  
**Los Angeles Emergency Management Council**

**BACKGROUND**

Following a disaster many critical services are provided to disaster victims by private, not-for-profit organizations. The American Red Cross and the Salvation Army are national emergency relief organizations with unquestioned qualifications and expertise. The City and County have well established post-disaster relationships with these agencies. Many other not-for-profit agencies have also been active in past disasters and have organizational commitments to provide emergency services following disasters. Many of these organizations provide day-to-day services to the community and have developed high levels of proficiency within their service specialties.

Following the Northridge earthquake, locally based not-for-profit agencies recognized the need to establish closer emergency planning and post-disaster working relationships with one another and with all levels of government. To accomplish this, a number of agencies established Emergency Network Los Angeles/Los Angeles Voluntary Agencies Active in Disasters (ENLA/LA VOAD). Some of these agencies, such as Info Line and the L.A. Regional Food Bank, are affiliated with state or national organizations which have, in recent years, developed plans for disaster response. It is important for the City and County to recognize and support these emergency planning efforts.

**POLICIES**

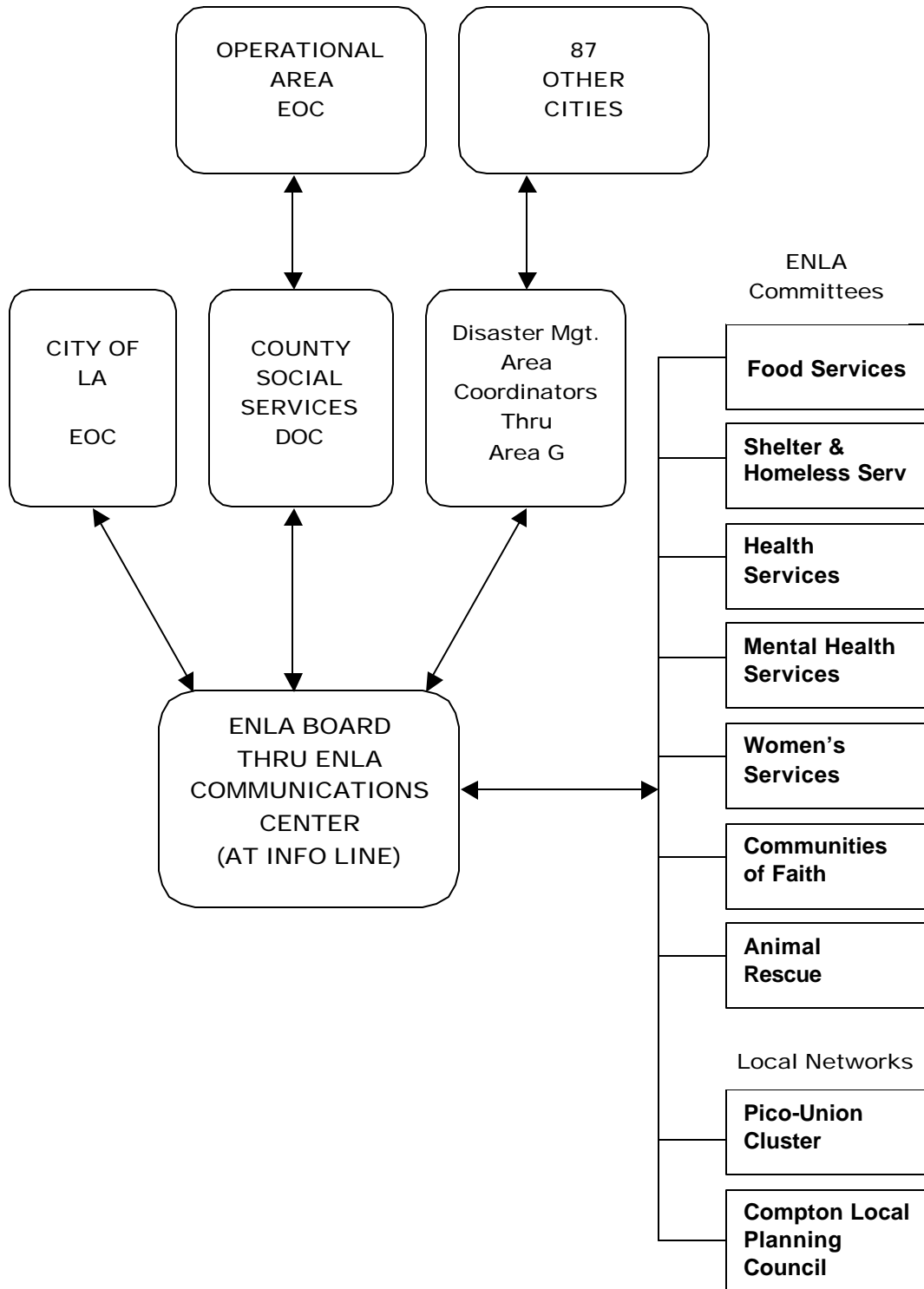
1. It is the intent of both the County and City of Los Angeles to work in concert with the ENLA/LA VOAD organization to strengthen working relationships with well established not-for-profit agencies which have plans to provide services to disaster victims. City and County human services representatives will work with ENLA/LA VOAD agencies to establish the best possible public/private collaborations to provide effective services following a disaster.
2. It is the intent of the City and County not to duplicate services which can be more effectively provided through not-for-profit agencies. Examples of services provided by local agencies include Info Line's compilation of disaster resources and operation of a general disaster hotline and the L.A. Regional Food Bank's food distribution network of more than 700 community food distribution outlets. The City and County will support not-for-profit agency disaster activities, in ways deemed appropriate and as feasible following a disaster.
3. Following a major disaster, the City Emergency Operations Organization Sheltering Division (Recreation and Parks) and the County Care and Shelter function (DPSS) will liaison with one another and work with private, not-for-profit organizations through ENLA/LA VOAD key agencies to effectively implement the policies above.

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Approved by the City of Los Angeles Emergency Operations Board and the County of Los Angeles Emergency Management Council on March 19, 1997 at Los Angeles City Hall, Room 305

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### ENLA ACTIVATION CHART





**HUMBOLDT COUNTY VOAD  
(VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTERS)**

**Background**

Humboldt County VOAD was formed after the 1992 earthquake in response to the need for a more coordinated partnership between CBOs and government agencies in delivering human service resource support. The model was tested thereafter during two flood emergencies and has worked extremely well. There is now a serious working relationship between Humboldt County VOAD and the Sheriff's Office of Emergency Services. The Humboldt County United Way took the lead in bringing local CBOs together to form the local VOAD.

**Description**

- Humboldt County VOAD is a volunteer-driven organization. There is no paid staff. The coordinator or lead person to date has been the Executive Director of the local United Way.
- Works to improve communication and coordination in a disaster among CBOs and between CBOs and government. CBOs recognized their resources and government resources were not being allocated in the most effective manner during disaster response and recovery.
- Members meet on an ongoing basis to discuss disaster human service issues and to plan for cooperation in disaster response. Interest is maintained through periodic table top exercises.

**Operational Plan**

Humboldt County VOAD sends a representative to the Emergency Operations Center to sit in the Operations Section Care and Shelter Branch along with County Social Services and the NEST (Neighborhood Preparedness) Program. The VOAD representative will work with government responders to involve CBOs in response and recovery and to coordinate the delivery of human resources, goods and services.

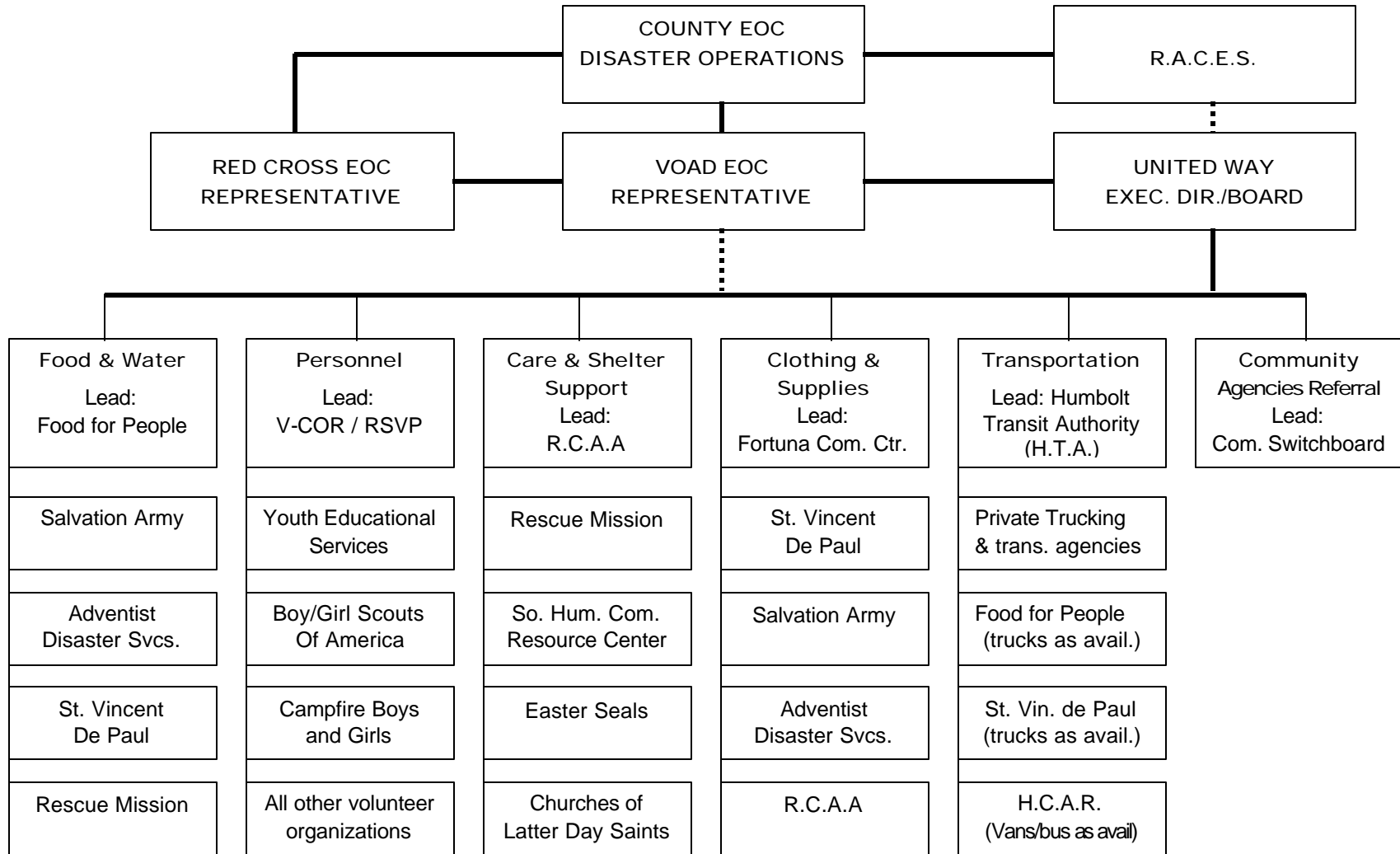
**Organization**

- Humboldt County VOAD has six functional areas. There is a lead CBO for each function and participating CBOs underneath. The functions include Food & Water, Personnel, Care & Shelter, Clothing & Supplies, Transportation and Community Agencies Referral.
- Humboldt County VOAD holds quarterly meetings for member organizations.

**Contact Information**

Humboldt County OES, 826 – 4<sup>th</sup> St., Eureka, 95501 (707) 268-2500; FAX 707-445-7764  
or  
Carolyn Walden, United Way of Humboldt County, 1809 Albe St., Eureka, 95501  
(707)-443-8637; FAX (707) 443-4616

**HUMBOLDT COUNTY VOAD (VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTERS)  
ORGANIZATION CHART**



## Appendix J

### TIPS FOR DEVELOPING A CBO EMERGENCY RESPONSE PLAN

Consideration of the following questions will help CBOs to formulate a response plan.

1. How will a disaster affect the mission of the organization? Given the overwhelming number of new needs and new clients needing attention post disaster, will this change the agency's mission – perhaps expanding services or by providing new and different services? In other words, what role (if any) will your agency play in meeting the new demands that are presented by a local disaster?
2. What specific agency responsibilities and services must continue post disaster? What are the critical material and staff resources necessary to maintain these services or operations? How might volunteers be used to support these operations?
3. What responsibilities can be postponed in a disaster? Given a shortage of resources, can some functions be suspended in favor of more critical operations?
4. What is the agency's emergency mobilization plan? Is there a plan of action for what the agency must do immediately following a disaster? Have staff and people the agency serves been informed about individual disaster preparedness?
5. Can the organization expect staff to be available in the aftermath? If a major disaster occurs during non-working hours and disrupts phone service, is there a plan for how staff will communicate with each other?
6. How will the organization assess the impact of a disaster on clients served or key operations? Are adequate supplies available to respond to the personal needs or treat the medical needs of people at your agency following a disaster?
7. Who in the organization will do what in the response effort? Do staff have specific assignments or duties to carry out following a disaster?
8. Are there mutual assistance agreements in place? Does your agency have an understanding with other local groups to share resources in an emergency to maintain operations and ensure the care of people you serve?
9. When and how is the organization's emergency response plan activated and who is contacted? Are there critical personnel to notify to implement the plan?
10. Does your agency have a plan or information for recovering costs from damage to your facility, or from specific disaster services that your agency may provide?







## **INTER-AGENCY MEMORANDUM OF UNDERSTANDING**

### **VOLUNTEER CENTER OF SONOMA COUNTY EMERGENCY RESPONSE PLAN COUNTY OF SONOMA**

#### **I. PURPOSE**

- A. A private nonprofit agency, the Volunteer Center acts as a clearinghouse for the recruitment and placement of volunteers throughout Sonoma County
- B. As appropriate during and immediately following a disaster the Volunteer Center will be responsible for establishing Volunteer Reception Center(s) and/or a phone bank which will recruit and refer convergent volunteers with government and nonprofit agencies.
- C. County of Sonoma provides a range of public services and anticipates needing volunteerism to assist with the provision of these services. The EOC Human Resources Coordinator designates the Volunteer Program Specialist to act as liaison with the volunteer center.

#### **II. ACTIVATION OF PLAN**

- A. Upon direction from the County Volunteer Program Specialist, Department of Emergency Services, or Personnel Department, the Volunteer Center of Sonoma County will proceed to recruit volunteers, match these convergent volunteers to appropriate tasks, and maintain accurate records of volunteers referred.
- B. In the event of a catastrophic disaster where large numbers of volunteers are needed, the Volunteer Center shall establish Volunteer Reception Centers (VRC) and/or a phone bank to facilitate the timely recruitment and referral of volunteers where necessary in Santa Rosa, Petaluma, Rohnert Park, Sonoma and/or other locations as resources permit.

#### **III. ORGANIZATION**

- A. The Volunteer Center of Sonoma County is wholly responsible for the effective operation of the Volunteer Reception Centers (VRC) in Santa Rosa, Rohnert Park, Petaluma and Sonoma. If resources permit, VRCs will be set up in other locations upon direction from the Department of Emergency Services. Should it become necessary (as in the event of massive communications interruption) for the County Personnel Director or his/her designee to establish a VRC utilizing Volunteer Managers, the Volunteer Center will be notified as soon as possible. Upon arrival of Volunteer Center staff, control of the VRC will be relinquished.
- B. To ensure effective use of all convergent volunteers, offers of service received by the County Emergency Operations Center and the Volunteer Center will be referred to the

Appendix K

appropriate work site based on a priority assigned by the County EOC Human Resources Coordinator or his/her designee.

**IV. COST RECOVERY**

In the event Sonoma County is declared an official disaster area, the Volunteer Center will be eligible for recovery of documented costs beyond normal operating expenses as deemed appropriate by administrating state and federal agencies. The County will assist with this recovery of documented costs.

**For County of Sonoma:**

/s/

\_\_\_\_\_  
Tim Exline, Dept of Emergency Services

\_\_\_\_\_  
Date

/s/

\_\_\_\_\_  
Richard Gearheart, Personnel Director

\_\_\_\_\_  
Date

**For Volunteer Center of Sonoma County:**

/s/

\_\_\_\_\_  
Karen Johnson, Executive Director

\_\_\_\_\_  
Date

/s/

\_\_\_\_\_  
Lee Van Giesen, President  
Board of Directors

\_\_\_\_\_  
Date

## Appendix L

### MEMORANDUM OF UNDERSTANDING BETWEEN SALUD PARA LA GENTE, INC. AND THE CITY OF WATSONVILLE, CALIFORNIA

#### I. PURPOSE:

The purpose of this Memorandum of Understanding (MOU) is to provide a written basis for a cooperative working relationship between Salud Para La Gente, Inc. (Salud) and the City of Watsonville in providing emergency disaster services to the public in our local region. This MOU is directly related to the Medical Plan developed between County Health, City Fire Department, Watsonville Community Hospital, Salud Para La Gente and Doctors on Duty.

#### II. MISSION OF CITY OF WATSONVILLE EMERGENCY SERVICES DEPARTMENT

The main function of the City of Watsonville is to increase coordination among local government and disaster response agencies during a declared disaster. Areas of cooperation and mutual aid are outlined in a comprehensive disaster response plan currently being developed.

In the event of a declared disaster, the City will activate the Emergency Operations Center (EOC). Command and coordination of City response will be centralized in this area.

This agreement is activated when the City proclaims a local disaster and Salud has been contacted.

#### III. ORGANIZATION OF SALUD PARA LA GENTE, INC. (SALUD)

Salud Para La Gents, Inc. (Salud) is a non-profit public benefit corporation founded in 1979, as a free farm workers' children's health clinic. Incorporated in 1980, Salud in a state licensed community clinic which serves as the primary medical services provider for agricultural workers and other low-income residents of the Pajaro Valley. Salud's service area incorporates portions of northernmost Monterey, Southern Santa Cruz, and outlying areas of San Benito County.

Salud is dedicated to its founding philosophy of being owned by the community it serves. Its primary mission is to ensure the provision of comprehensive medical, health and human services which are designed to foster and promote local involvement and participation in the maintenance of healthy community members.

#### IV. Methods of Cooperation - SALUD

1. Salud will be designated a "Disaster Medical Station" by posting a DMS sign in a prominent place. This designation is recognized and approved by Santa Cruz County Health Services Administration (HSA).

## Appendix L

2. Salud will agree to remain open at least sixteen (16) hours daily for one week during or after a major disaster. Salud employees will treat the sick and injured who require medical aid
3. Salud will agree to become temporary second level medical division command if Watsonville Community Hospital is rendered inoperational. This position will require coordination of medical treatment services for the South County.
4. Salud staff will provide medical care and social services to all clients during the disaster.
5. Salud will report operational status and needs on a daily basis to the County and City Emergency Operations Center (EOC).
6. Salud will develop an educational program for its clients regarding disaster preparedness.
7. Salud will provide referral and information services for disaster victims.

### V. Methods of Cooperation - City of Watsonville

1. The City of Watsonville will prioritize and determine structural integrity of the Salud facility.
2. The City EOC will give Salud high priority for additional emergency medical supplies and personnel when requested.
3. The City of Watsonville will include a Salud representative in the Emergency Operations Center.
4. The City will use the Emergency Broadcast System to advise the public of the availability of the designated Disaster Medical Stations.
5. The City of Watsonville recognizes and supports the fact that Salud will seek reimbursement for service and material costs related to medical care of disaster victims. The reimbursement will be accomplished through disaster support agencies such as FEMA and the State Office of Emergency Services.

- VI. Salud will work closely with other health clinics and acute care hospitals to encourage the development and implementation of similar agreements. This MOU becomes effective upon the date of execution and shall remain in effect unless terminated by written notification from either party to the other.

Appendix L

\_\_\_\_\_  
Board Chairperson, Salud Para La Gente, Inc.

\_\_\_\_\_  
Executive Director, Salud Para La Gente, Inc.

\_\_\_\_\_  
Steven M. Salmon, City Manager

APPROVED AS TO FORM:

\_\_\_\_\_  
Luis F. Hernandez, City Attorney

ATTEST:

\_\_\_\_\_  
Lorraine Washington, City Clerk

\_\_\_\_\_  
Dated