



# RECOMMENDATIONS FOR DEVELOPING AN EMERGENCY PREPAREDNESS PLAN

AUGUST 2020

These materials were prepared as part of the Rapid Response Network, a joint initiative between the **California Mental Health Services Oversight and Accountability Commission** (MHSOAC) and **Social Finance, Inc.** to support jurisdictions in fast-paced research and decision making driven by COVID-19.

The network aims to **facilitate connections** among jurisdictions facing similar challenges, and to supplement that shared experience with **support from external experts**—in order to deliver fast, customized, digestible research and analysis that strengthens local capacity.

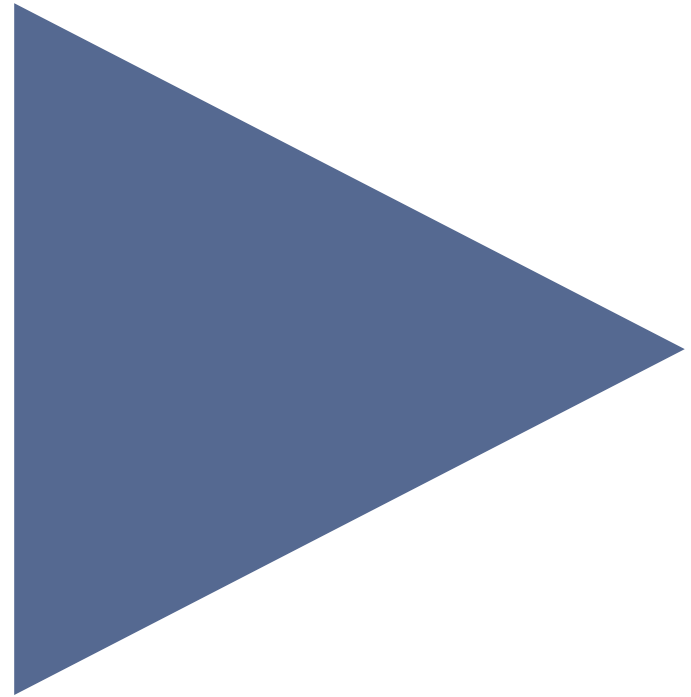
**We recognize that the pace of these responses means that they are likely to be both incomplete and imperfect.** If you have suggestions for improvement or questions about these materials, we would love to hear from you. Please email Jake Segal ([jsegal@socialfinance.org](mailto:jsegal@socialfinance.org)) or Nic Miragliuolo ([nmiragliuolo@socialfinance.org](mailto:nmiragliuolo@socialfinance.org)).

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## ▶ EXECUTIVE SUMMARY

- ❖ **Process over plans:** Emergency response is a change management process and not a static plan. An organization's response plan should be an adaptive framework that can adjust to meet the challenges of any emergency.
- ❖ **Plan early, drill often:** Emergency response plans should be developed long before an emergency happens.
- ❖ **Coordination and collaboration:** Dedicated relationships and communications channels with trusted state officials and information sources are key to ensuring a strong response.
- ❖ **Responses are local:** Emergency responses are primarily executed by a combination of local agencies, NGOs and the private sector. The quality of the response is dependent on the coordination and collaboration between these organizations.
- ❖ **Dedicated resources:** Engaging the private sector in emergency response planning requires dedicated resources including staff time, funding, and shared tools.
- ❖ **High risk communities:** Vulnerable communities and children are most at risk during an emergency. Resilient communities that provide basic services and everyday activities (school, community events, etc.) during an emergency help to reduce the impact of an emergency.

▶ PERSPECTIVES FROM THE FIELD



## ▶ UNDERSTANDING EMERGENCY RESPONSE PROTOCOLS

Experts consulted were experienced with emergency response planning at for-profit, nonprofit, and government organizations.

- **Rob Dudgeon**, Former Deputy Director, Department of Emergency Management at City & County of San Francisco, California
- **Dan Wise**, Senior Director, Children & Families at The Learning Enrichment Foundation
- **Alicia Johnson**, Office of Emergency Management at University of California Berkeley
- **Peter Poulus**, Principal and Independent FinTech and RegTech Advisor at Aspida Consulting LLC
- **Brian Hassett**, President and CEO at United Way of Metropolitan Nashville, Inc.

# DEVELOPING EMERGENCY RESPONSE PLANS FOR NON-PROFITS AND THE PRIVATE SECTOR (1/2)

## *Assess your preparedness well in advance*

- **Blue sky planning:** Emergency responses need to start well before the onset of an emergency
- **Business impact analysis:** What are the “mission critical” activities that need to be prioritized for the organization to continue providing services that align with mission?
- **Inventory:** Conduct an inventory of all the resources the organization has that can be leveraged in an emergency or shared with partner organizations

## *Develop relationships with local leaders*

- Organizations need to **establish relationships with state and local government officials** to ensure that they can provide support when an emergency occurs.
- **Designate a liaison** between your organization and the state/county Office of Emergency Services and **develop operating agreements** to share resources during an emergency.
- **Establish relationships with important community stakeholders** – churches and other community-based organizations have a pulse on the community and can direct relief funds.
- Develop **mechanisms for emergency alerts within partner organizations**, such as **communications channels** with team members and external officials that will deliver trusted and actionable information immediately.

## *Drilling is crucial*

- Any response framework needs to be adaptive – **emergencies never go according to plan.**
- Staff must be **educated** on emergency response processes, **trained** on the appropriate response, and then **participate in regular drills** – **which should occur at least once a year. Where possible, find ways to**
- Emergency response plans **“are only as good as the team that owns and maintains the emergency response system.”**

## DEVELOPING EMERGENCY RESPONSE PLANS FOR NON-PROFITS AND THE PRIVATE SECTOR (2/2)

### *Outcome and Metrics*

- Metrics should match immediate **community needs** and organization's **strategic goals**. For **examples**, during the COVID crisis, the United Way of Nashville is tracking number of people kept in their homes (avoided evictions) and cash disbursed to meet immediate needs.
- Data trackers can help local organizations track community needs and coordinate responses. The United Way of Nashville has used the [United Way 211 system](#) and [Charity Tracker](#) to facilitate its response to the COVID-19 pandemic
- Determine beforehand the outcomes and metrics that are mission critical. There should be about 6-10 total and fall into three categories: **timebound** (effectiveness), **accuracy** (communications), and **completion rate**.
- Familiarize your organization with these outcomes – and use preparation drills to evaluate how you will measure and assess the outcomes.

### *Tools and Technology*

- **Notification systems, such as the Emergency Notification Systems (ENS)**, can provide automated communications and alerts to individuals in the community.
- **Establish non-cellular communications** methods (ex. Walkie talkies) to check-in with providers and local stakeholders, particularly if you lose power.

# ▶ CASE STUDY: NASHVILLE UNITED WAY COVID RESPONSE

## The United Way of Nashville worked with their government, nonprofit, and private sector partners to respond to community needs

### Immediate Needs



**Direct Cash Assistance:** Individuals are increasingly unable to pay for rent, food, utilities, and other essentials.



**Child Care:** Essential workers were in need of child care in the early weeks and month of the shutdown



**Domestic Abuse and Mental Health:** United Way was able to detect an increase in queries on [211.org](http://211.org) relating to domestic abuse and mental health challenges

### Secondary Needs



**COVID Readiness:** Funding was needed for PPE, cleaning, and remote work tools so nonprofits can continue their work in the community



**Fundraising Challenges:** With increased unemployment and an inability to hold fundraising events nonprofits expect a decrease in fundraising from small dollar donations

### UW Nashville Response



**Financial Assistance Network:** United Way of Nashville brought together partner organizations that can effectively distribute cash to people in need and coordinated the work through [Charity Tracker](#)



**YMCA:** Supported the YMCA in meeting safety protocols so child care centers could re-open



**PPE Donations:** The Tennessee Titans donated 50,000 branded masks to be distributed to the public.



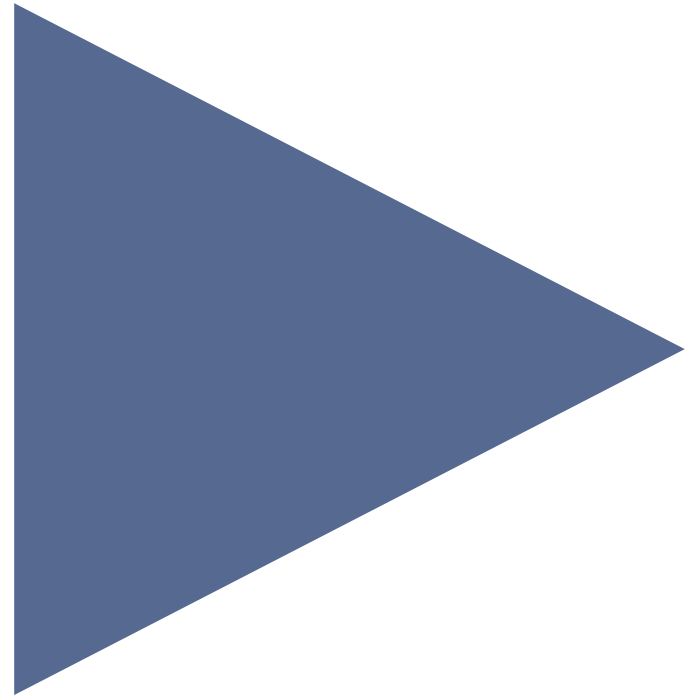
**Fundraising:** The United Way Board of Directors includes 35 community and business leaders in the area that helped to raise funds for COVID response.



**Grant Administration:** The United Way of Nashville is the grant administrator of the CARES act for the state of Tennessee.

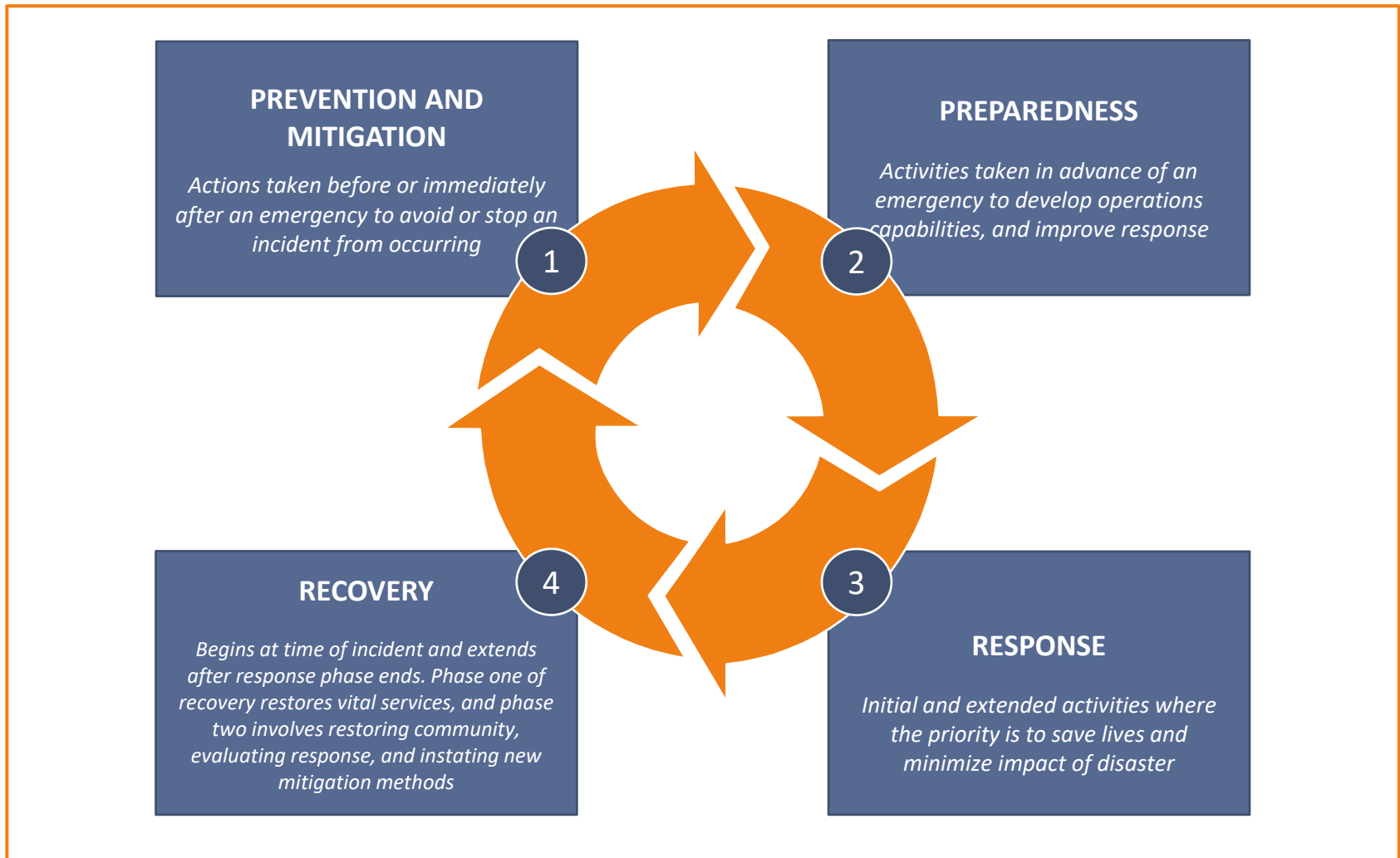


▶ CALIFORNIA CONTEXT



## ▶ PHASES OF EMERGENCY MANAGEMENT

Emergency response plans must account for the 4 distinct phases of emergency management!



All footnotes herein refer to references listed within Slide 15, References

# EMERGENCY MANAGEMENT LEVELS IN CALIFORNIA

In an emergency, the public sector, private sector, and non-governmental organizations play critical and distinct roles<sup>1</sup>

|                       |  |
|-----------------------|--|
| <b>FEDERAL LEVEL</b>  | FEMA, under the jurisdiction of the Department of Homeland Security (DHS) implements the National Response Framework (NRF) to provide tools, resources, and guidance to the state once an emergency is declared. |
| <b>STATE LEVEL</b>    | California Office of Emergency Services (OES) coordinates amongst operates three administrative regions (Inland, Coastal, and Southern) and six mutual aid regions.  |
| <b>REGIONAL LEVEL</b> | The work of Operational Areas (OAs) is coordinated by administrative and mutual aid regions. Most southern CA counties are in the Southern Administrative region and in mutual aid region IV.                    |

“When all levels of government become engaged, a response is federally supported, state managed, and locally executed.”  
- National Response Framework<sup>2</sup>

Most emergency responses are local and depend on the coordination of local agencies, NGOs, and the private sector

|                                  |   |                       |  |   |
|----------------------------------|---|-----------------------|--|---|
| <b>OPERATIONAL AREA (COUNTY)</b> | Each California county is designated as an OA to coordinate work amongst local governments.                 | <b>PRIVATE SECTOR</b> | Companies that provide water, transportation, power, communications, medical care, security need to coordinate with government during an emergency |   |
| <b>LOCAL GOVERNMENT</b>          | Cities, counties, and special districts manage and coordinate emergency response within their jurisdiction. |                       | <b>NGOs</b>  | NGOs provide shelter, housing, emergency food supplies, counseling, and other vital resources and need to collaborate with all levels of government |
| <b>FIELD LEVEL</b>               | Tactical decisions and activities are carried out by emergency response personnel in the field.             |                       |  |   |

All footnotes herein refer to references listed within Slide , References

# EMERGENCY RESPONSE: SOUTHERN CALIFORNIA CONTEXT

|             |        | Impact   |                                    |  |
|-------------|--------|--|------------------------------------|--|
|             |        | High   | Medium                             | Low  |
| Probability | High   | Wildfire/ Flood/ Earthquake / Geological Hazards | Drought                            |  |
|             | Medium | Terrorism  | Climate Change (Extreme Heat/Cold) | Hail/Infestation                               |
|             | Low    |  | Dam Inundation                     | Tornado/ High Winds / Winter Storm / Lightning |

Priority hazards in Southern California<sup>1</sup>

## Case Study: 2018 California Wildfire Season<sup>3</sup>

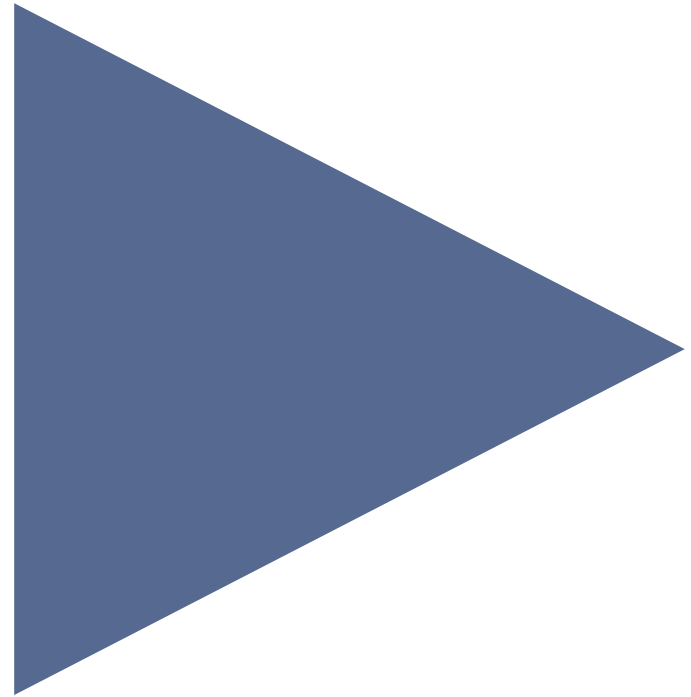
### Lessons

- Increase in **simultaneous disasters** has impacted effectiveness of response
  - Camp, Hill, and Woolsey fire all happened simultaneously. Woolsey fire received only 50% of requests for support from other jurisdictions (mutual aid)
- Increase in fire risk has created a disconnect between emergency responders' capabilities and public expectations
  - **Information dissemination** to public needs to be improved
- **Multi-jurisdictional impacts** and effect of fire on infrastructure impacted communications
  - "Emergencies don't respect jurisdictional boundaries"<sup>3</sup>
- Improvements recommended
  - Improve crisis communications through a **centralized command center**
  - Improve **cross-jurisdictional collaboration**



BBC: <https://www.bbc.com/news/world-us-canada-46161280>

## ▶ BEST PRACTICES AND RESOURCES



## ▶ ENGAGING THE PRIVATE SECTOR

The private sector can help to fill the gaps in the government's response to an emergency, but poor communication and collaboration can hamper these efforts<sup>4</sup>

### Current Role

- Key in early response and recovery, and **when a disaster exceeds the ability of the public sector**
- **No clearly delineated roles and responsibilities**; neither government nor the private sector know how best use the private sector's resources

### Value

- **Fill in gaps** where the public sector's effort don't reach
- Can provide more **flexible funding** more **rapidly** than the government can and **diversifies** relief effort's funding streams
- More local, on-the-ground knowledge

### Challenges

- **Information gaps** as the results of governments using different communication platforms
- Smaller businesses and nonprofits have *less access to recovery \$'s*
- A **lack of quality evaluation data** on which disaster relief interventions are effective.

### Opportunities

- Focus on **mitigation and preparation** by targeting pre-crisis efforts towards **building resilience in vulnerable communities**
- Increase coordination between government and private sector to fill in government financing gaps

# ▶ ENGAGING THE PRIVATE SECTOR: BEST PRACTICES

## A framework for developing public-private partnerships

### Overview

*Public-Private Partnerships bring together the unique capabilities of each partner to better address preparedness, response, and recovery efforts. Each partnership should have a value proposition that (1) identifies partners and community needs (2) Identifies a common mission (3) explains how the partnership is mutually beneficial, and (4) has a plan of action to achieve common goals and to sustain long-term engagement.<sup>5</sup>*

### PADRES<sup>5</sup>

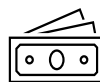
### Examples<sup>4</sup>



**Publicly Accessible:** Information regarding the scope, capabilities, and leadership of the partnership needs to be publicly available to ensure the general public has trust in the partnership



**Dedicated:** Organizations need to staff the partnership with a dedicated liaison to manage the partnership



**Resourced:** Organizations have the funding, facilities, and tools needed to execute the partnership



**Engaged:** Partners are actively engaged in the partnership



**Sustainable:** Partnership is supported by strategic plans, funding, and other resources needed for long-term participation throughout the year



**Emergency Preparedness:** Airbnb is partnering with Portland and San Francisco to pre-identify hosts to house displaced people or services workers during an emergency



**Supporting Vulnerable Communities:** Supporting the “unbanked” by providing pre-paid benefits cards to support economic recovery after a disaster



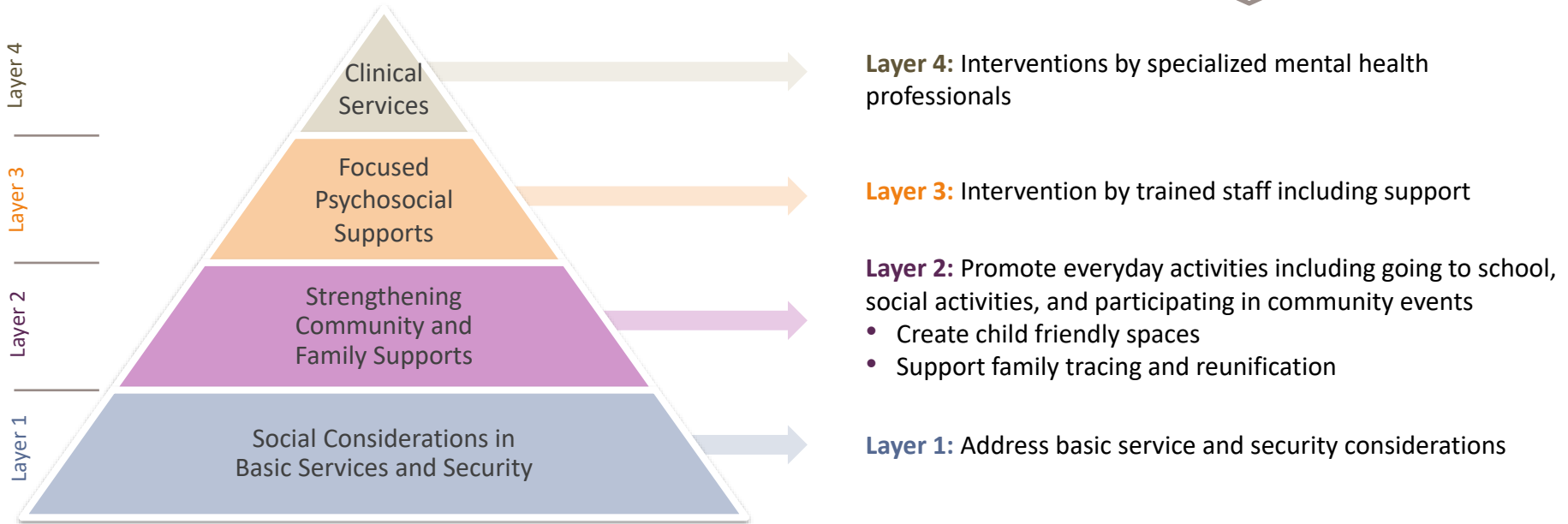
**Long-term Resilience and Data Sharing:** Developed an open-source database to track resources used to track the economic and social recovery efforts

# EMERGENCY RESPONSE FOR AGES 0-5


## Emergencies impact young children


For further reading on this framework, refer to the American Academy of Pediatrics report, "[The Emotional Impact of Disaster on Children and Families](#)".


*Pyramid for psychosocial support in emergencies<sup>6</sup>*




*Factors that effect child well-being during an emergency<sup>7</sup>*

 **Exposure:** Increased proximity to and intensity of event leads to more severe emotional consequences.

 **Disruption:** The degree of change to day-to-day routines will determine the impact of the emergency on the child

 **Community Resilience:** The more community social cohesion that is sustained during a crisis the faster recovery begins and normalcy returns for the child

 **Age and Gender:** Younger children are more dependent on caregivers and children have distinct reaction based on gender.



## ▶ EMERGENCY RESPONSE STRATEGIES AND RECOMMENDATIONS

The below list is an aggregated selection of strategies for F5s to respond

- 1 Focus on **building resilience** within vulnerable communities, *“You can’t start talking about recovery and development until you deal with basic social issues.”* – RAND Corporation Report.<sup>4</sup>
- 2 **Identify funding gaps** in the emergency response of local, state, and federal emergency response. Filling these gaps is where private resources can be most effectively leveraged to meet community needs.
- 3 Focus on **addressing root causes** of disaster impacts by applying resources to prevention, mitigation, and preparedness.
- 4 Work with community partners to help them **develop emergency responses plans**, receive **training** in emergency response, and to increase access the **tools** and **technology** needed to effectively respond in an emergency.
- 5 Convene local government agencies, the private sector, and nonprofits working in the early childhood space to create **cross-sectoral networks** that can respond and share resources during an emergency.

For more details on recommendations 1,2,3, & 5 refer to the RAND Corporation report, [“What Role Does the Private Sector Have in Supporting Disaster Recovery”](#)

## ▶ EMERGENCY RESPONSE PLAN DEVELOPMENT RESOURCES

Various resources are available to

| Type  | Resource Link   |
|---|---|
| Developing Emergency Response Plans                               | <a href="#">Ready.gov</a>   |
| <b>Online Course:</b> Introduction to Public-Private Partnerships | <a href="#">FEMA Course Link</a>  |
| United Way 211  | <ul style="list-style-type: none"><li>• <a href="#">National Link</a></li></ul> |
| Charity Tracker   | <a href="#">Charity Tracker Link</a>  |
| California State Emergency Response Plan                          | <a href="#">California OES link</a>   |

## ► RESOURCES

Below resources are referenced in preceding slides by footnotes

| # | SOURCE  | LINK   |
|---|---|--|
| 1 | <i>[Source removed to preserve confidentiality]</i> |  |
| 2 | <i>Department of Homeland Security</i>              | <a href="#">National Response Framework</a>  |
| 3 | <i>County of Los Angeles</i>                        | <a href="#">After Action Review of the Woolsey Fire Incident</a>                       |
| 4 | <i>RAND Corporation</i>                             | <a href="#">What Role Does the Private Sector Have in Supporting Disaster Recovery</a> |
| 5 | <i>FEMA</i>   | <a href="#">Introduction to Public-Private Partnerships</a>                            |
| 6 | <i>American Academy of Pediatrics</i>               | <a href="#">The Emotional Impact of Disaster on Children and Families</a>              |
| 7 | <i>CDC</i>  | <a href="#">Helping Children Cope with Emergencies</a>                                 |