

Southern Baptist Disaster Relief



Incident Command System Training Manual

December 2010

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A Brief History of Southern Baptist Disaster Relief

Chapter One

Southern Baptist Disaster Relief traces its beginnings to the actions of the Southern Baptist Convention in 1966, at which time \$50,000 was authorized for the Home Mission Board to use in relief efforts.

In 1967, Hurricane Beulah ravaged the Rio Grande Valley and northern Mexico. Robert E. (Bob) Dixon had just moved from the First Baptist Church of Memphis, Tenn., to work with Royal Ambassadors and Texas Baptist Men. Following the devastation of Hurricane Beulah, Dixon used camp craft skills and turned 1-gallon cans into miniature stoves called “buddy burners,” which were used to prepare hot food for people affected by the disaster as well as the volunteer workers. Texas Baptist Men again provided hot meals and the love of God to disaster victims in response to a tornado that cut a deadly swath through Lubbock and to Hurricane Celia’s devastation of Corpus Christi.

The 1971 Mary Hill Davis Texas State Mission Offering allotted \$25,000 for a disaster relief mobile feeding unit for Texas Baptist Men. With these funds Dr. John LaNoue and other volunteers purchased and converted a used 18-wheeler into the first mobile feeding unit. The mobile feeding unit made its maiden voyage in 1972 when a flash flood struck the Seguin/New Braunfels area of central Texas. The unit prepared and served more than 2,500 hot meals to the disaster victims and disaster relief workers.

So began the tradition still followed today by Southern Baptist Disaster Relief—responding quickly to needs, setting up ministry in the midst of devastation, and providing for the physical and spiritual needs of disaster victims and relief workers. As LaNoue said in 1972, “We’re just trying to do what Jesus said to do.”

In 1973, Southern Baptist Disaster Relief volunteers responded to the first international disaster. An earthquake affected Managua, Nicaragua, and volunteers constructed buildings to house seven congregations. In 1974, the 18-wheel mobile feeding unit and volunteers responded to Hurricane Fifi in Honduras.

By 1976 four more state Baptist conventions (Oklahoma, Louisiana, Mississippi, and Kansas/Nebraska) had established disaster relief mobile units and joined Texas in this new area of ministry. By 1988 nine more state Baptist conventions had joined the disaster relief ministry: Tennessee (1979), Alabama (1981), Illinois, Arkansas, North Carolina, Missouri, Kentucky, Florida, and Ohio. A total of 17 mobile units now made up the Southern Baptist Disaster Relief fleet operated by 14 state Baptist conventions. Between 1966 and 1988 Southern Baptists responded to

more than 200 disasters domestically and internationally and met the needs of thousands of disaster victims.

As the disaster relief ministry became a part of more state Baptist conventions, the annual state leader meetings at the Brotherhood Commission included times of discussion, planning, and review. Following Hurricane Andrew (August 1992), there was a three-day debrief of the Southern Baptist response. A result of this meeting was the beginning of the development of the Disaster Relief Operational Procedures Manual (DROP) to formalize training and establish operational protocols. In 1994, the state Baptist convention disaster relief directors officially adopted the DROP Manual during their annual disaster relief meeting. This manual continues to be the foundation of protocols and training and is currently in its third edition.

This also began the tradition of an annual DR Roundtable meeting that takes place during the last week of April. During this time policies and procedures are reviewed and approved by state Baptist convention disaster relief directors. It is also a time of fellowship, training, worship, and networking for state and national leadership. Partner organizations also participate with review of the year's activities and plans for the future.

While the Brotherhood Commission in Memphis, Tennessee had initially been responsible for the disaster relief ministry, in 1997 during the annual Southern Baptist Convention (SBC) meeting in Dallas, Texas, messengers adopted the *Covenant for the New Century*. The SBC was reorganized and three national agencies—the Brotherhood Commission, Radio and Television Commission, and the Home Mission Board—were consolidated into one new national agency called the North American Mission Board (NAMB). One of the nine ministry assignments given to NAMB was “to assist churches in the United States and Canada in relief ministries to victims of disaster.” Disaster relief along with other ministries of the Brotherhood Commission moved to the North American Mission Board located in Alpharetta, Ga.

The ministry continued to grow as volunteers returned from the field and shared their experiences with others. The 1995 activity and fleet report of Southern Baptist Disaster Relief documented 95 mobile units and 3,000 trained volunteers ready to respond to needs around the world. The 2009 activity and fleet report documented 2,000 mobile units and more than 88,000 trained volunteers from 42 state Baptist conventions. Southern Baptist Disaster Relief has units in feeding, communication, chainsaw, rebuild, mud-out, showers, laundry, water purification, child care, and chaplaincy. While each year a report is generated that gives the numbers of volunteers who responded and the services provided, there is no way to know the full scope of ministry actually being done.

As the ministry has grown, the leadership structure has also evolved. In the beginning, a small group of volunteers with a limited ministry capacity was available. A team leader (known as the blue cap) and a few individuals would move into a community and provide hot meals, listening ears, and loving hearts. They would often enlist the members of local congregations in the serving lines. This strategy provided a link between the disaster relief ministry and the local congregation. Once the disaster relief units left the affected community, the local church and its members could continue to provide ongoing ministry to the community. With the signing of the American Red Cross Statement of Understanding in 1986, a more formal leadership team was needed. The state Baptist convention disaster relief directors developed more blue caps (unit directors) to give proper direction and guidance to each unit.

The development of the white cap position was approved by the state Brotherhood directors during the 1994 annual meeting. In addition to the national and state director, provision was made to deploy a white cap to give overall coordination to an area affected by disaster. White caps also provided coordination of multiple units of a particular ministry type (i.e., feeding, child care, or recovery). It was not unusual to need a team of eight to 12 people to give leadership and coordination to a large, multistate disaster relief response.

Another development in the operational leadership of disaster relief was the institution of the Disaster Operations Center (DOC) in 1999. The DOC is located in the NAMB Volunteer Mobilization Center and becomes operational during a multistate response. In addition to the activation and deployment of volunteers and units, the DOC also keeps the official log of the operation. It is staffed by members of the Adult Volunteer Mobilization Team at NAMB and disaster relief volunteers who are called in to assist.

The institution of the Incident Command System (ICS) of management during Hurricane Lili in 2002 is a result of the continued growth of the disaster relief ministry. Proper stewardship of resources and good partnership principles led to using a central command system to handle the number of volunteers, state conventions, and types of ministries involved in a large response.

For example, during the September 11, 2001 response to the terrorist attacks in New York City, western Pennsylvania, and Washington, D.C., 32 state Baptist conventions were involved with more than 4,000 volunteers ministering during this very critical time in our nation's history. The need for using the ICS model was realized and steps were taken to implement the system. It was first fully used during the following major

responses. In 2003, the Hurricane Isabel response in North Carolina, Virginia, Maryland, and Delaware involved 168 units and teams from 24 state Baptist conventions utilizing approximately 2,245 volunteers. In 2005, the response to Hurricane Katrina involved over 500 units from 41 state Baptist conventions utilizing over 21,000 volunteers. Since Hurricane Katrina in 2005 the ICS model has been the standard for operations involving multistate responses. The Hurricane Katrina response remains the largest deployment of units to date in the history of Southern Baptist Disaster Relief.

The growth of the disaster relief ministry is also reflected by the Statements of Understanding (SOU) that Southern Baptist Disaster Relief has signed with partner organizations. The first SOU between Southern Baptist Disaster Relief and the American Red Cross was signed in 1986, when the former Brotherhood Commission was responsible for disaster response. In 1995, an SOU was signed between the International Mission Board and the North American Mission Board to set up a process for Southern Baptists to respond to international disasters. September 11, 2001 marked another historical event for Southern Baptist Disaster Relief. In response to the terrorist attacks, Southern Baptist Disaster Relief and The Salvation Army worked hand-in-hand to staff the kitchens at Ground Zero and Staten Island. The result of this cooperative operation was an SOU signed in 2002. In 2003, Mercy Medical Airlift approached Southern Baptist Disaster Relief about the possibility of establishing an SOU to provide transportation for Southern Baptist disaster relief personnel and small cargo if the air transportation system was grounded by the Department of Homeland Security and the Federal Aviation Administration—as happened on September 11, 2001. This agreement was signed in 2004. An official agreement with the Department of Homeland Security, Federal Emergency Management Agency was signed April 2005.

Since 1967, when a handful of Texans answered God’s call, Southern Baptist Disaster Relief has grown into one of the three largest volunteer disaster relief agencies in the United States (along with the American Red Cross and The Salvation Army). Trained volunteers stand ready to be called out when disaster strikes anywhere in the world. As Lloyd Jackson of Virginia states, “Disaster relief provides a unique opportunity to translate the message and person of Jesus Christ into flesh and blood as His followers respond in love and compassion to hurting people regardless of circumstances, social status, financial situation, language, political persuasion, theological stance, education or race. ‘As you do unto these, you do unto me’ remains the guideline for ministry to people in and through disaster relief.” To God be the glory!

Introduction to the Incident Command System

Chapter Two

In the field of disaster relief services and organizations, the process of managing the disaster response is referred to as the Incident Command System (ICS) or Incident Management System. ICS is a disaster management process that has proven to be an effective and valuable tool. ICS is the model tool for *command, control, and coordination* of a response. ICS provides the necessary structure which is repeatable as often as necessary to manage a disaster regardless of the size of the operation. With the increase in the number of disaster responses that Southern Baptists are involved in, along with the complex issues of managing a multi-ministry response, it seemed prudent for Southern Baptists to adopt the ICS model.

This course will provide you with the necessary information to understand the ICS and apply it in your setting. It will show you how ICS can be used in all types of incidents regardless of the scope and size. The basic structure of ICS will be examined and adapted to meet the needs of a Southern Baptist Disaster Relief operation. The course will also show you how to expand and contract the ICS depending on the needs and situation of a disaster relief operation.

History of Incident Command System

ICS was developed in the 1970's in response to a series of major wildfires in southern California. At that time, municipal, county, state, and federal fire authorities collaborated to form the Firefighting Resources of California Organization for Potential Emergencies (FIREScope). FIREScope identified several recurring problems involving multi-agency responses such as:

- ◆ Nonstandard terminology among responding agencies
- ◆ Lack of capability to expand and contract as required by the situation
- ◆ Nonstandard and nonintegrated communications
- ◆ Lack of consolidated action plans
- ◆ Lack of designated facilities

Efforts to address these difficulties resulted in the development of the original ICS model for effective incident management. Although originally developed in response to wildfires, ICS has evolved into an all-risk system that is appropriate for all types of fire and non fire emergencies. Much of the success of ICS has resulted directly from applying the following:

- ◆ A common organization structure
- ◆ Key management principles in a standardized way

Objectives of ICS

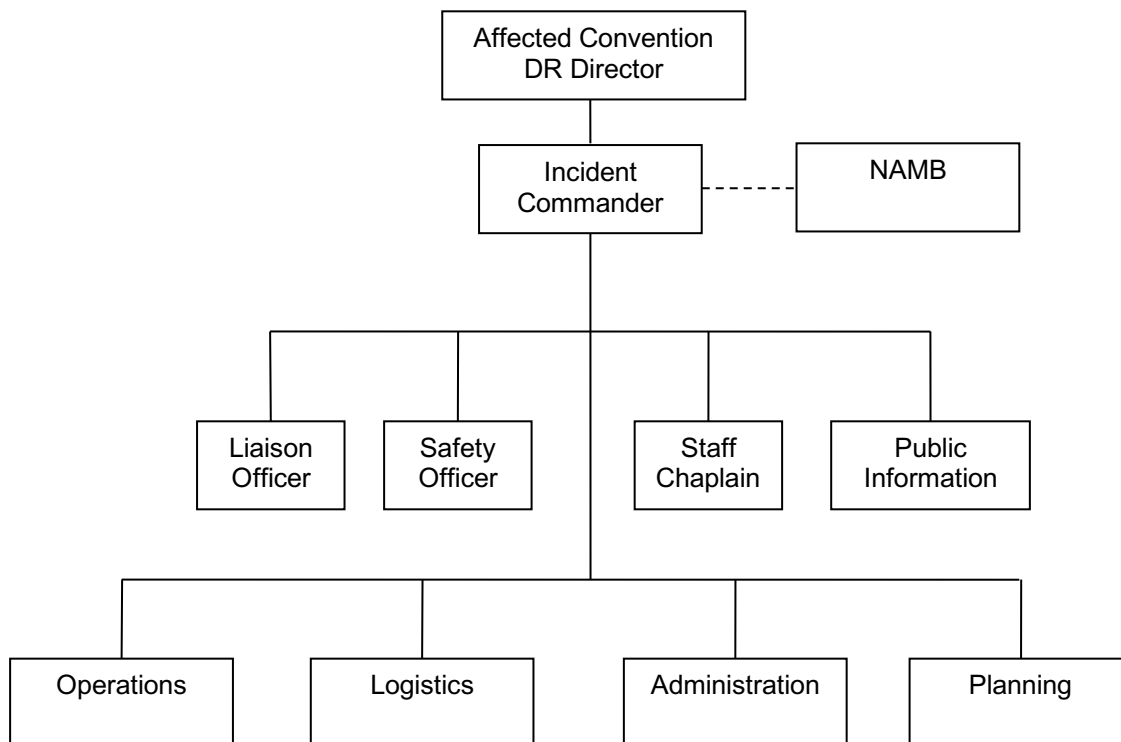
The objectives of ICS are to:

- ◆ Establish a centralized command and control structure
- ◆ Provide command level coordination
- ◆ Limit the amount of detail that one individual must deal with. This is called “span of control”
- ◆ Provide a method to mobilize and demobilize a disaster response

Functional Components of ICS

ICS is built around five major management functions:

1. Command
2. Operations
3. Logistics
4. Administration
5. Planning



Command

Sets objectives and priorities, has overall responsibility for the incident or event.

Operations

Conducts direct ministries to carry out tactical operations for the disaster response, the local organization, and directs all resources of the operation.

Logistics

Provides support to meet incident needs, provides resources and all other service needed to support the incident.

Administration

Provides administrative support for the operation, including the operation of OpsCenter and all necessary reporting for the incident or event. It will also maintain all records of the disaster. Monitors costs related to incident and tracks financial transactions.

Planning

Develops actions plans to accomplish stated objectives, collects and evaluates information, maintains liaison relationships with internal and external groups. The planning section is responsible to dispatch and track assets and teams to the disaster site and coordinate the recovery of units and teams from the disaster site.

Adaptability/Flexibility

One of the strong points of Southern Baptist disaster relief ministry is our ability to be flexible in the midst of the disaster. Fundamental to our ability to respond is our ability to adapt to a rapidly changing situation. The ICS organization has the capability to expand and contract to meet the needs of the incident. From the simple single unit response to the large multistate response, the ICS structure is uniquely suited to adapt and be as flexible as the situation may dictate. As the disaster response operation grows, so does the ICS organization. As the response gets smaller, so does the ICS organization. The key to making the ICS organization work for Southern Baptist Disaster Relief is to make sure that we have adequately staffed the functions needed to manage the size of the disaster. Regardless of the size of the incident, all incidents will have an incident commander (IC). It should also be noted that any function not assigned and filled by an individual will fall back upon the IC.

The more the ICS model is used in the state conventions and in smaller operations, the easier the ICS organization will be to use in the larger, more complex responses. One of NAMB's goals is to equip the state convention disaster response leadership with the tools to become a skilled

disaster management leadership team that can implement the ICS organization at the state level and on smaller operations. Thus, the more that we use ICS, the more ICS will become second nature to all Southern Baptist disaster relief volunteers.

The ICS organization for Southern Baptist Disaster Relief is modeled after the ICS developed and used by the National Wildfire Coordinating Group. While birthed in the fire service, the ICS is used by many disaster response agencies and emergency operations centers across the country. We have adapted the ICS to meet our specific and special needs as a faith-based disaster response organization. One of our partners, The Salvation Army, has adopted the ICS as its disaster response management system, and therefore many of the same terms and concepts will apply to both organizations.

Principles and Features of the Incident Command System

Chapter Three

The Incident Command System is a **management** system which can be used in any size incident—from the smallest operation to the largest multistate operation. Southern Baptist Disaster Relief has adopted this system as its disaster relief management system. ICS has the flexibility and adaptability to be applied to a wide variety of incidents and events, both small and large.

Primary ICS Management Functions

- Command
- Operations
- Logistics
- Administration
- Planning

The individual designated as the incident commander (IC) has responsibility for all functions. That person may elect to perform all functions or delegate authority to perform functions to other people in the organization. Delegation does not, however, relieve the incident commander from overall responsibility.

Remember: Any functional assignment in the ICS structure not filled falls back on the incident commander.

It must also be remembered that the IC is the manager of the managers—allow your people to do their jobs!

Management by Objectives

Within the ICS, management by objectives covers four essential steps. These steps take place during every incident regardless of size or complexity.

1. Understand SBDR disaster relief policy and direction and that of our partners.
2. Establish incident objectives.
3. Select appropriate strategy.
4. Perform tactical directions.
 - a. Apply tactics appropriate to the strategy.
 - b. Assign the right resources.
 - c. Monitor performance.

Unity and Chain of Command

In the ICS, unity of command means that every individual has a designated supervisor. Chain of command means that there is an orderly line of authority within the ranks of the organization with the lower levels subordinate to and connected to higher levels.

Organizational structure should be kept as simple as possible. Many incidents will have the simple command structure:

- Command
- Single resources

However, as incidents expand, the chain of command is established through an organizational structure which can consist of several layers as needed:

- Command
- Ministry Sites (Division)
- Units
- Resources

Establishment of the Transfer of Command

In Southern Baptist Disaster Relief, it must be remembered that every volunteer works with and for the affected state disaster relief director. Depending upon the state and the size of the disaster, the incident commander may or may not be the state disaster relief director. The affected state DR director in consultation with the National Disaster Relief staff will determine who will be the incident commander for the disaster response. If a state DR director chooses to be the incident commander for a multistate disaster response, a deputy incident commander may be named to help coordinate the multistate response. In most multistate responses, an incident commander should be named from a non-affected state. This allows the affected state DR director to manage his state and fulfill his state responsibilities.

The smooth transfer of command is essential to the operation of the disaster response. The designated incident commander will remain in charge of all operations until he is relieved. The transfer of command is not complete until the incoming incident commander has been thoroughly briefed by the acting incident commander. This briefing should be done using a written checklist format detailing each area of the incident's operations, personnel, and resources. By using a written format, it will provide a ready reference for the incoming incident commander to use as necessary.

Reasons to transfer command are as follows:

- a more qualified person assumes command
- the incident situation changes and dictates a change of command
- normal turnover of personnel on long or extended incidents

The ICS is based upon the understanding that the incident commander is a person who is qualified and experienced to manage the operation. The emphasis is on qualifications, not “who he is.” You should not transfer command to someone who is unqualified or inexperienced.

Organizational Flexibility

ICS organization adheres to the “form follows function” philosophy. In other words, the organization at any give time should reflect only what is required to meet planned tactical objectives. The size of the operation and current organization is determined through the incident action planning process. The incident commander will expand and contract the structure according to the plan. Each activated element must have a person in charge of it.

Unified Command

Unified command is an ICS management process which allows all agencies who have jurisdictional or functional responsibility for the incident to jointly develop a common set of incident objectives and strategies.

Span of Control

Span of control pertains to the number of individuals one supervisor can effectively manage. Maintaining an effective span of control is particularly important during incidents where safety and accountability have top priority. In ICS the span of control for any supervisor falls within a range of three to seven. If a supervisor has fewer than three people reporting or more than seven, some adjustment to the organization should be considered. The rule of thumb for span of control in ICS is one supervisor to five subordinates (1:5).

Incident Action Plan (IAP)

The incident commander is responsible for overseeing the development and implementation of an IAP. Every incident needs an action plan. The purpose of the plan is to provide all incident supervisory personnel with appropriate direction for future actions. The plan may be oral or written. Written plans should be used when it is essential that all levels of a

growing organization have a clear understanding of the tactical actions associated with the next operational period.

At the simplest level, all Incident Action Plans must have four elements:

- What do we want to do?
- Who is responsible for doing it?
- How do we communicate with each other?
- What is the procedure if someone is injured?

Organization of the Incident Command System

Chapter Four

Individuals serving on the incident command team must be mature Christians with experience at various levels and in various ministries of Southern Baptist Disaster Relief.

These individuals...

- must be flexible and able to adapt to changing conditions
- must avoid being a problem creator and strive to be a problem solver
- must avoid making negative comments and instead be an encourager
- must be a mature Christian who is able to conduct himself/herself in a Christian manner
- must be able to function in stressful conditions

Required training:

- Involving Southern Baptists in Disaster Relief (ISBDR)
- SBDR ICS Training
- FEMA ICS 100, 200, and IS700

Command Staff

The command staff works closely with and answers directly to the incident commander of the operation. The liaison officer, the safety officer, the staff chaplain, the public information officer, and the incident commander make up the command staff. The incident commander in consultation with the affected state DR director, the general staff, and the command staff will determine the scope and extent of the operation and ministries to be rendered to the affected area. See the chart on the next page for the complete incident command system structure.

Incident Commander (IC)

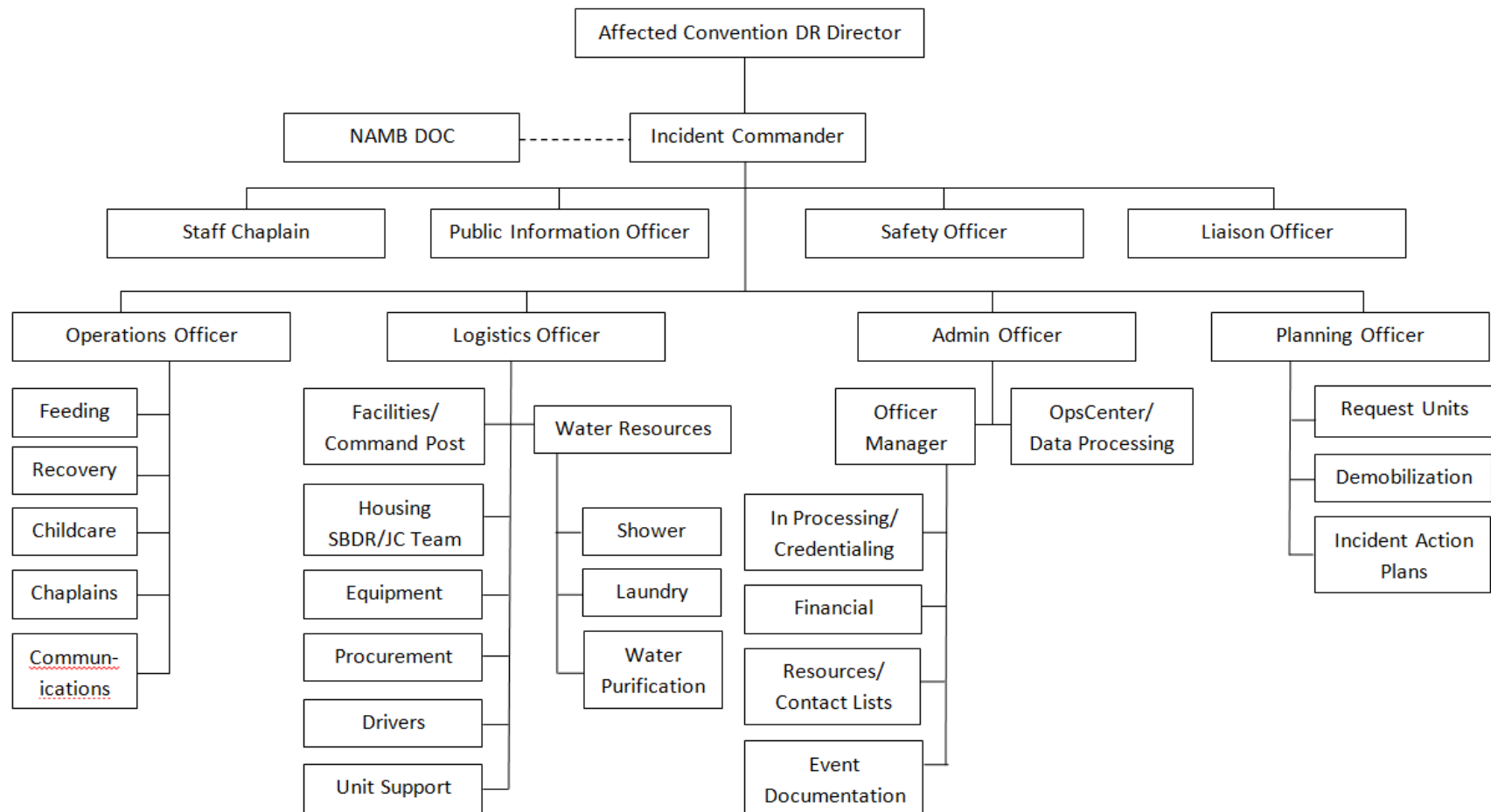
The incident commander must be able to make command decisions in a manner that furthers the work of the Lord. The incident commander must be a manager of managers and willing to empower his staff to make decisions within their span of control. The incident commander is the person who is responsible for the assigned Southern Baptist Disaster Relief operation.

Responsibilities of the incident commander:

- assigned by NAMB and/or the affected state
- manager of managers; allows the command and general staff to function within their span of control

- in consultation with the affected state DR director and the planning officer, responsible to develop the Incident Action Plan
- responsible to assess the situation and adjust the Incident Action Plan accordingly
- responsible for the day-to-day operation of the Southern Baptist response
- responsible for all reports and flow of information from the operation to NAMB and the affected state
- responsible to maintain relationships with the local church, association, government, and disaster relief partners (ARC, TSA, FEMA, EMA, EOC, and others)
- responsible for two daily staff briefings (morning and evening)
- responsible to act as a liaison to the Disaster Operations Center (DOC) manager

SBDR Organizational Chart



Command Tips from General Norman Schwartzkopf

General Norman Schwartzkopf was the commander of the U.S. forces in the Persian Gulf War. Consider what he says about command and leadership.

General H. "Stormin' Norman" Swartzkopf's
Eleven Commandments for Leaders

- 1. You must have clear goals. You must be able to articulate them clearly to others.**
- 2. Give yourself a clear agenda. Every morning write the five most important things to accomplish that day and get those five done.**
- 3. Let people know where they stand.**
- 4. What's broken, fix now. Don't put it off. Problems that aren't dealt with only lead to more problems.**
- 5. No repainting the flagpole. Make sure all the work your people are doing is essential to the organization.**
- 6. Set high standards. People won't generally perform above your expectations, so it's important to expect a lot.**
- 7. Lay the concept out, but let your people execute it. Tell them in the clearest terms what you want done, but let them suggest the best way to do it.**
- 8. People come to work to succeed. So don't operate on the principle that if they aren't watched and supervised, they'll bungle up the job.**
- 9. Never lie. Ever.**
- 10. When in charge, take command. Some leaders who feel they don't have adequate information put off deciding to do anything at all. The best policy is to decide, monitor the results, and change course if it's necessary.**
- 11. Do what's right. The truth of the matter is that you always know the right thing to do. The hard part is doing it.**

Taken from *Sharpening the Sword* by Stephen D. Hower (CPH, 1996)

Safety Officer

The safety officer's function is to assess hazardous and unsafe situations and develop measures for assuring personnel safety. The safety of the personnel is his or her primary responsibility, and he or she *may exercise emergency authority to directly stop unsafe acts if personnel are in imminent, life-threatening danger!* Usually only one safety officer is named per incident, but there may be deputies as necessary, depending on the size and scope of the operation.

- The safety officer is responsible for the safety of personnel.
- The safety officer is responsible to do a safety inspection of all disaster sites and housing sites.
- The safety officer is responsible to make sure that all unit directors are aware of any special safety hazards or concerns of the operation.
- The safety officer can act with emergency authority in life-threatening situation.
- Ensures appropriate personal protection equipment (PPE) is available according to job function. For example, food preparers should wear hats, aprons and gloves. The safety officer should also ensure first aid kits, fire extinguishers, and other safety equipment are appropriately located in case of an accident or other emergency.
- Ensures local ordinances, such as fire code and public health regulations, are followed.
- In conjunction with the logistics function, arranges security guards, public or private, for SBDR facilities as necessary.
- Ensures that accident reports are filled out immediately when an accident/injury occurs and reported to the Southern Baptist insurance company, incident commander, and the DOC. The safety officer will work in conjunction with these entities should a detailed investigation process be deemed necessary.
- In remote locales, develops procedures for contacting emergency medical services in the event of an injury or medical emergency.
- Assist the logistics officer in ensuring that forklifts and other heavy equipment are operated by properly qualified staff.

Liaison Officer

The liaison officer is the point of contact at the incident for personnel from assisting or cooperating agencies. This individual represents Southern Baptist Disaster Relief to our disaster relief partners, local churches, associations, and local government. In large disasters the liaison officers may have deputies with specific assignments.

- This person is the point of contact for the cooperating agencies, partners, and local government.
- This person is the point of contact for the National Voluntary Organizations Active in Disaster (NVOAD) and/or state Voluntary Organizations Active in Disaster (VOAD) during the disaster operation.
- This person is the point of contact for the hosting church and association.
- This person will be responsible to communicate with other agencies or DOCs during an operation. This may include ARC, TSA, FEMA affected state EOCs, and other government and state convention agencies.

Staff Chaplain

The staff chaplain is responsible for managing spiritual and emotional support services on a disaster operation. This support includes external care for disaster victims, rescue workers, and the general public as well as internal care for staff and volunteers.

The services provided by the staff chaplain may include the facilitation of a range of pastoral and stress management services for internal or external personnel. The staff chaplain should utilize the services of trained SBDR individuals to serve on the spiritual and emotional support team and provide supervision and consultation for team members. This team should represent a balance of trained SBDR chaplains to provide services within disaster operations including: clergy, crisis and trauma responders, mental health and social service professionals.

While the staff chaplain provides support to all functions, the position relates most closely with the operations, administration and safety sections. The staff chaplain will work closely with the operations section to ensure chaplains are placed wherever Southern Baptist Disaster Relief is providing direct services. This may include allowing chaplains to ride Salvation Army canteens or working alongside casework specialists in a Disaster Assistance Center or in shelters.

Internally, the staff chaplain will work with the administration and safety sections to ensure Southern Baptist personnel have adequate access to pastoral and stress management services. If formal defusing or debriefings are necessary for staff, the staff chaplain will take the lead in making these arrangements.

Responsibilities of the staff chaplain:

- Supervise the emotional and spiritual care function on a disaster operation. This includes developing a plan to provide emotional and spiritual care services, both internally and externally, during the operation.
- Ensure that chaplains are embedded in each ministry service areas such as: ministry sites, feeding units, childcare units, recovery units, assessment teams and possibly shelters, emergency operations centers; command center; morgue staff support; and stress reduction centers.
- Provide assistance in demobilization, in debriefing services for team members, and in devotions.
- Manage a staff pattern for the chaplain function to ensure adequate personnel are in place to deliver service and that no personnel gaps are created.
- In cooperation with the safety officer and chaplain coordinator, ensure emotional and spiritual care services are available to disaster relief volunteers. This may include one-on-one informal consultations or formal defusing as part of exit process for volunteers returning home. As part of this responsibility, the staff chaplain will monitor fatigue and stress among staff members and recommend to the incident commander and/or safety officer time off for personnel who are particularly fatigued or “burnt-out.”
- Provide on-site orientation and training as needed for chaplains.
- Maintain client confidentiality. However, the staff chaplain must also respect the limits and capabilities of chaplain staff and be prepared to make immediate referrals to professional mental health providers for victims or staffs who require a more substantive level of care.
- Work closely within the local community to assist survivors in connecting with faith communities and indigenous support systems for emotional and spiritual care.
- Arrange and assist with public or private worship or memorial services as required or requested.
- When appropriate, provide support to coroner offices, morgues, and Disaster Mortuary Operational Response Teams (DMORT). Be prepared to assist government officials and families with issues of victim identification or death notification.
- Report statistical data on chaplain activities daily to the administration section.

Skills/Physical Fitness

- Must be in good physical condition and capable of coping with extreme stress, long working hours, irregular sleep and hardship living conditions common to disaster sites.

- Firm spiritual grounding and emotional resilience. Chaplains are particularly susceptible to compassion fatigue as stress and trauma from disaster survivors may be transferred to the caregiver. Chaplains must be mentally and spiritually healthy before assisting others.
- Culturally sensitive, chaplains should also be prepared to interact with people from different cultures, family compositions, faiths, and value systems that may be markedly different from their own; the chaplains must be prepared to meet these individuals “where they are” and be capable of interacting compassionately regardless of person’s beliefs or circumstances.

Additional Training

- Southern Baptist Disaster Relief Chaplain—Advanced
- CISM/NOVA

Public Information Officer

The public information officer is responsible for the public information section. The PIO is directly responsible to act as the liaison between the IC and public, private, and SBC media outlets. In larger operations the PIO may have deputies or unit PIOs assisting during the operation. The PIO is the public relations spokesman for the operation.

- The PIO answers directly to the incident commander.
- The PIO is responsible for all news releases generated by the operation.
- The PIO is responsible to take digital pictures of the operation and supply these pictures to media outlets and the DOC as requested.
- The PIO will work directly with the DOC.
- The PIO will assist any media person in securing necessary information concerning the operation.
- The PIO will coordinate any unit PIOs assigned to the operation.
- The PIO will work with the affected state’s public relations department concerning the operation.
- Must be flexible and able to adapt to changing conditions
- Must avoid being a problem creator and strive to be a problem solver
- Must avoid making negative comments and instead be an encourager

Press Releases

- The PIO is responsible for all press releases issued by the operation.

- The PIO will issue press releases in accordance with guidelines established by NAMB and the affected state public relations department.
- All press releases must be verified and approved by the incident commander in consultation with the affected state DR director and/or DOC.

Press Kits

- Ensure that press kits are available to all media outlets including local, state, national, secular, and Christian media outlets. Press kits will be a standard press kit with an update for the current operation and units involved.

Human Interest Stories

- Develop and share human interest stories with media outlets. The PIO should work with the incident commander, affected state DR director, functional officers, and unit leadership to find and develop good human interest stories which can be used in both Christian and secular media outlets.

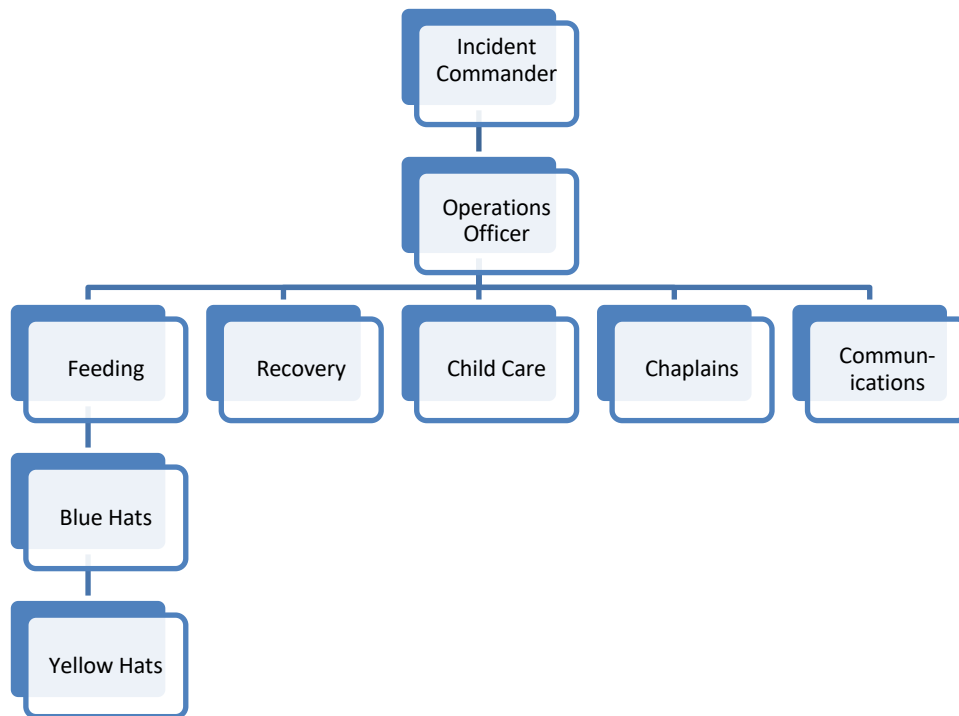
General Staff

The general staff is led by the incident commander and consists of four functions:

- Operations
- Logistics
- Administration
- Planning

Each function is led by an officer who is responsible for all activities, services, and ministries related to their specific assignment. They have command authority and responsibility for their area. The general staff answers directly to the incident commander.

Operations Section



Operations Officer

The operations officer leads the operations section. The operations section is responsible for the direction and coordination of all incident tactical operations. In short, this section provides direct ministry to the disaster victims in the affected area. For Southern Baptist Disaster Relief this includes the ministry areas of feeding, recovery, child care, chaplains, and communications. The operations officer is directly responsible for the operation of each of these ministry areas. In larger operations the

operations officer will have deputies responsible for each of the specific ministry areas.

- Responsible for ministry and services that directly help disaster victims.
- Answers directly to the incident commander.
- Has command authority in area of responsibility.
- Responsible for receipt and maintenance of reports sent in from the units.

Feeding Coordinator

The feeding coordinator is directly responsible for the feeding operation of the response. Depending upon the scope and size of the operation, he or she may have several deputies working with him or her.

- Responsible to interact with other agencies involved with the feeding operation. This may include but is not limited to ARC, TSA, EMA, and local Southern Baptist and responding units.
- Responsible to make sure that all responding feeding units have the necessary support services to fulfill their mission.
- Manage those serving as deputy feeding coordinators for the ARC and TSA.
- Manage deputy feeding coordinators assigned to other agencies and organizations.
- Manage those serving as SBDR agency representatives to other agencies that need feeding support (EMA, local churches, and so forth).
- Assist the responding units with technical support during the response.
- Receive reports and narratives from the responding units to be compiled for the incident commander.
- Provide feeding support for the command post and other volunteers when a feeding unit is not operational or cannot service the command post or volunteers.
- Assist the PIO to discover appropriate stories to be shared with the general public and Southern Baptists.

Recovery Coordinator

The recovery coordinator is directly responsible for the recovery operation of the response. Depending upon the scope and size of the operation, he or she may have several deputies working with him or her.

- Assist local Southern Baptist leadership with needs assessment.
- Ensure job sites are inspected and jobs are prioritized.
- Request appropriate recovery units through the planning officer.

- Work with responding recovery units to ensure that the needs of the responding units are met.
- Work with local Southern Baptist leadership and responding units to establish a place where clients can register for assistance.
- Secure information, forms, reports, etc. from the responding recovery units.
- Work with responding units, local churches, and other agencies to manage unsolicited volunteers.
- Manage any deputy recovery coordinators as needed or assigned.
- Assist the PIO to discover appropriate stories to be shared with the general public and Southern Baptists.

Child Care Coordinator

The child care coordinator is directly responsible for the child care operation of the response. Depending upon the scope and size of the operation, he or she may have several deputies working with him or her.

- Provide coordinator and liaison with requesting agencies for child care activities.
- Work with the feeding coordinators to ensure the needs of the units are being met.
- Work with responding child care units to ensure that the needs of the responding units are met.
- Secure information forms and reports from the responding units and keep the incident commander and operations officer informed of customer service.
- Manage any deputy child care coordinators as needed or assigned.
- Assist the PIO to discover appropriate stories to be shared with the general public and Southern Baptists.

Chaplain Coordinator

The chaplain coordinator is directly responsible for the chaplain teams responding to the operation. Depending upon the scope and size of the operation, he or she may have several deputies working with him or her.

- Work with the incident commander and the operations officer to determine the need for chaplains and their placement during the response.
- Determine the skill level and specific skill set needed to fulfill the assessed needs.
- Coordinate with disaster relief partners, local governments, local churches, associations, and other disaster response organizations to determine the assignment and placement of chaplains.
- Ensure that all needs of the chaplains are met.

- Provide consultation for chaplains working individually and in teams.
- Ensure that chaplain teams are properly balanced and each team has a unit director.
- Secure information, forms and reports from the responding chaplains.
- Secure additional chaplains as needed by working with the incident commander.
- Manage deputy chaplain coordinators as needed or assigned.
- Assist the PIO to discover appropriate stories to be shared with the general public and Southern Baptists.

Communications Coordinator

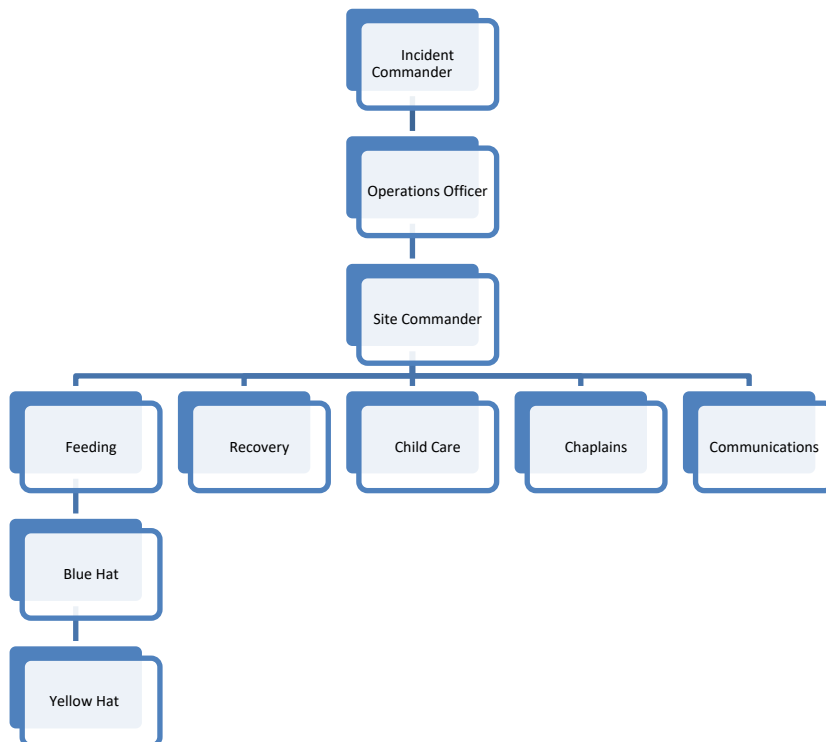
The communications coordinator is a general class amateur radio operator. This person is responsible to activate the SBDR communications plan and to manage the communications ministry supporting the operation.

- Operate in accordance with FCC regulations and the SBDR communications plan.
- Coordinate all communicators and communications units assigned to the operation.
- Establish communications network needed to fulfill the operation.
- Ensure all assigned operators are aware of and follow the SBDR communications plan.

Site Commander

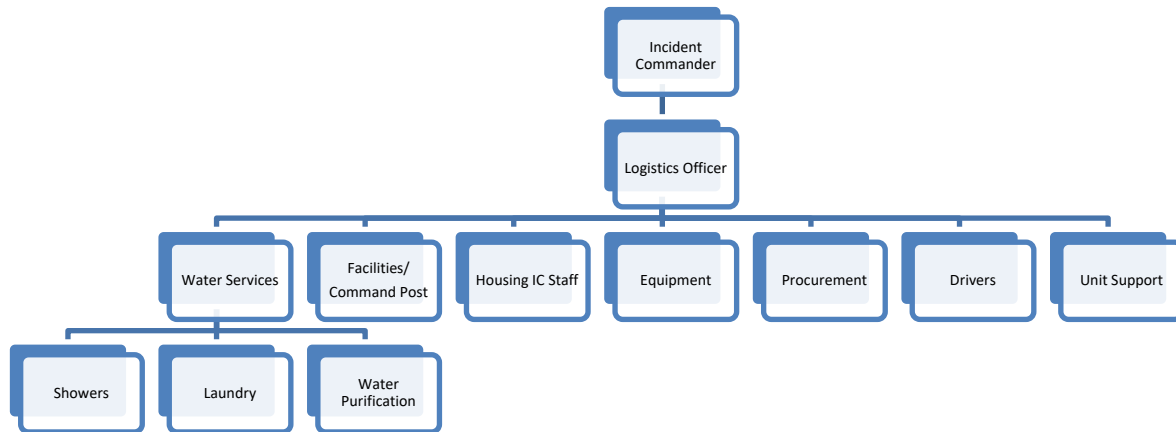
Site commanders are used in larger operations with multiple ministry sites to maintain span of control. How the area is divided into ministry sites is determined by the needs of the disaster. The site commander is the person in charge of each ministry site.

The site commander must be a manager of managers and willing and able to empower his/her staff to make decisions within their span of control. Site commanders are mature Christians with experience at various levels and in various ministries of Southern Baptist Disaster Relief. They must be flexible and able to adapt to changing conditions, must avoid being a problem creator and strive to be a problem solver, and must avoid making negative comments and instead be an encourager. They must be able to function in stressful conditions.



Logistics Section

Units and functions in the Logistics section are responsible for providing services and support to meet all incident or event needs.



Logistics Officer

The logistics officer is directly responsible for the operation of each of these service and support areas. In larger operations the logistics officer will have deputies responsible for each of the specific areas and in some cases may have several deputies in each area depending upon the size, scope, and geographical size of the disaster response. It is important to remember that logistics section tasks are geared to support personnel and resources directly assigned to the incident.

- Answers directly to the incident commander.
- Responsible for support and services to units and personnel directly assigned to the incident.
- Has command authority in his area of responsibility.
- Responsible for supervision of the water services for the operation.
- Responsible for setting up the command post.
- Responsible to secure all facilities arrangements and agreements needed to respond to the operation.
- Responsible to provide housing for all volunteers and IC staff responding to the operation.
- Responsible to secure all equipment and supplies needed for the response except for the feeding units.
- Responsible to secure all vehicles needed for the response.

- Assist the feeding coordinator and incident commander in choosing the site and supplying support services for the feeding units.
- Supervise the in-kind donation process.

Water Services Coordinator

The water services coordinator is responsible for providing all water services to the disaster operation. These water services include shower units, laundry units, and water purification units.

- Work with the logistics officer and incident commander to determine the water service needs of the operation.
- Responsible for the location and placement of all water services units.
- Responsible to ensure that all local, state, and federal water standards are met by all water services units.
- Responsible to ensure that all gray water removal is in accordance with local, state, and federal standards.
- Responsible to help procure potable water for the operation as needed.

Facilities/Command Post Task

- Procure a building or office to use as the command post during the operation.
- Procure a location for the mobile command unit (if used).
- Procure local services to support the facilities/command post task, such as power and phones.
- Work with the incident commander and the administration officer to provide adequate space, equipment, and supplies for the command post.

Housing Coordinator for Southern Baptist/Incident Command Staff

The housing coordinator will work with the logistics officer to provide adequate housing for volunteers who are responding to the disaster.

- Secure housing for the Southern Baptist/Incident Command staff
- Work with the logistics officer and feeding coordinator to secure housing for the volunteers with the feeding units. When possible, housing of the feeding unit volunteers should be at the same site as the physical location of the feeding unit.

- Provide adequate housing for the various types of volunteers who are responding (e.g., recovery and feeding volunteers need to be housed differently due to work schedules).

Equipment Coordinator

The equipment coordinator will work with the logistics officer to provide the necessary equipment needed in the operation.

- Responsible for any rental equipment needed for the operation.
- Responsible to coordinate any equipment assigned to the operation by local agencies and governments.
- Procure any specialized equipment needed for the operation.

Procurement Task

The procurement task is established to procure supplies needed to fulfill the ministry and mission of the disaster relief operation. The person fulfilling this responsibility will work with financial services to ensure proper record keeping of all expenses incurred during the operation. The procurement task is responsible for all in-kind donations made to the operation.

Driver/Courier

This person is responsible to transport the mobile command post. This person should be capable of pulling large trailers and driving large vehicles including semis, busses, or RVs.

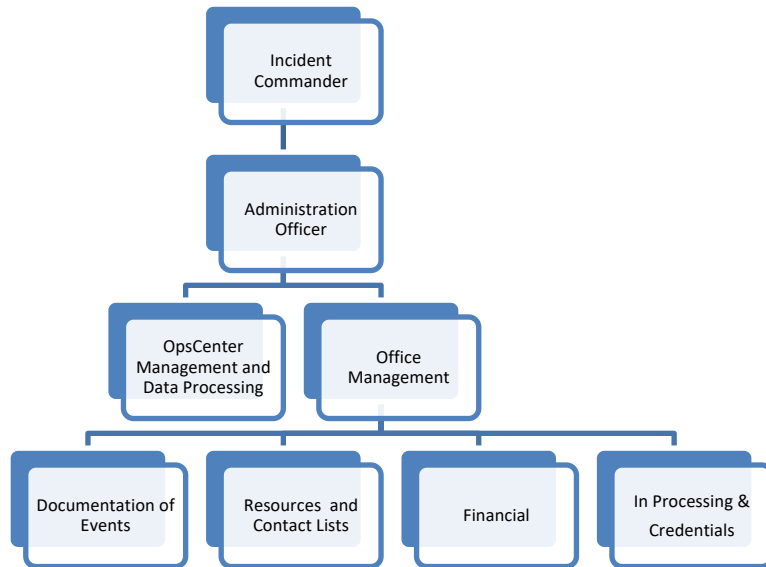
- Answers to the logistics officer.
- Responsible to move the mobile command post.
- May be responsible to set up the mobile command post.
- Act as a courier as needed.

Unit Support

The unit support task is established to provide any support necessary to ensure that the various units assigned to the operation can fulfill their ministry and mission.

Administration Section

Units and tasks in the administration section are responsible to provide administration support for the operation.



Administration Officer

The administration officer is directly responsible for the administrative tasks and services of the operation. In larger operations the administration officer will have deputies responsible for specific areas and in some cases may have several deputies in each area depending upon the size, scope, and geographical size of the disaster response. The administration section is responsible for reporting, data gathering, in processing, OpsCenter, credentials, data processing, and financial services of the operation.

- Answers directly to the incident commander.
- Responsible to ensure all the records and financial records are managed and stored for the operation. At the conclusion of the operation, all records will be forwarded to the NAMB DOC or state convention.
- Responsible for the DR field kit and/or DR computer network when it arrives on site and will ensure that it is shipped back to NAMB.
- Responsible to set up and establish the operations of the command post.
- Responsible to ensure all established NAMB/state convention financial policies are followed during the operation.
- Responsible to ensure all volunteers are processed and briefed before they begin working.

- Responsible to ensure that all volunteers have proper credentials.
- Responsible to maintain all status boards and reports in the IC.
- Responsible for the documentation of the operation. This includes all documents generated by the units, incident command team, and other partners. Responsible to send these documents to the DOC.

Office Manager

The office manager answers to the administration officer and is responsible for the smooth operation of the command post.

- The office manager will establish appropriate record keeping for the operation.
- The office manager will ensure that all personnel have a safe location in which to work.
- The office manager is responsible to maintain a clean office and ensure that the work area is cleaned daily.
- The office manager, in cooperation with the administration officer, is directly responsible for the in processing task and will establish procedures for the in processing of all volunteers.
- The office manager is responsible to receive volunteers after normal office hours.
- Will manage all incident command volunteers and staff and assign them shifts, tasks, and workstations.

In Processing and Credentials Task

The in processing task is the responsibility of the office manager. The in processing task will ensure that every volunteer is registered at the command post and entered into OpsCenter. The in processing task will provide the volunteer with a briefing concerning the operation and any special information needed, including any special cultural considerations. If credentials are required, the volunteer will receive his credentials during the in processing. The in processing task will ensure that every volunteer has a place to sleep and shower.

In some disaster relief operations volunteers may need to be credentialed before they can work. This task will provide volunteers with the necessary credentials to enable them to work in disaster areas. Credentials may be required for aircraft incidents, crime scenes, acts of war, and large urban disasters.

Financial Services Task

The financial services task is to ensure that all expenses, check requests, and disbursements are done in accordance with the financial policies of NAMB/state conventions. This task is responsible to ensure all

documentation required by NAMB, ARC, TSA, state conventions, or any other entity is properly executed, recorded, and filed. The documentation collected by this task will be a part of the permanent record of the operation and will be turned over to the DOC at the completion of the operation.

Resources and Contact Lists Task

Upon arrival in the IC command post, the office manager, in cooperation with the administration officer, will begin to set up a spreadsheet listing resources and contact information relative to the disaster. Lists should include names, addresses, phone and fax numbers, and email addresses for resources such as ARC, TSA, FEMA, local EOC personnel, government officials, propane, etc. Other contacts should include IC personnel, NAMB and DOC staff, state DR director, local churches including pastor and appropriate staff, association DOM, nearest hospital and walk-in clinics in operation, white hat, and blue hat information for responding teams with unit numbers, dates of arrival and anticipated departure for each, etc.

The lists should be updated on an ongoing basis and distributed to the IC team, NAMB and DOC personnel, state DR director, local churches including pastor and appropriate staff, association DOM, etc.

Documentation of Events Task

The administration officer will be responsible for documenting the operation. The administration officer is responsible to ensure that a continuous operation log is maintained during the operation. At the close of the operation the administration officer will ensure that all records pertaining to the operation are catalogued and stored.

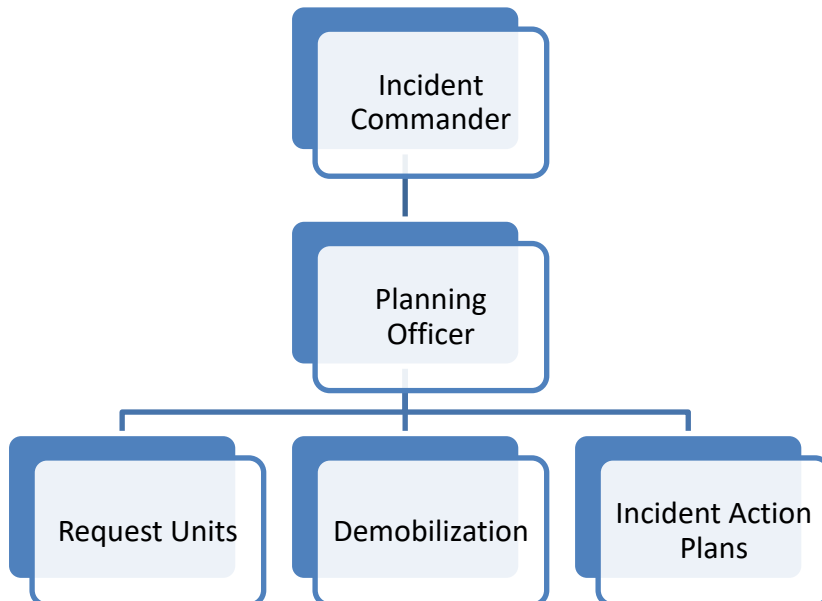
- Responsible to maintain the permanent records of the operation.
- Responsible to catalog all reports, records, expenses, and other documentation at the close of the operation.
- Assist the incident commander to develop and present the final after action report for the operation.

OpsCenter Management

OpsCenter is a web-based program used by Southern Baptist Disaster Relief for the management of records and reporting. OpsCenter is capable of generating a wide variety of reports necessary for the operation. The office manager, in cooperation with the administration officer and NAMB DOC staff, will ensure that the information in OpsCenter is kept up to date during the operation. This includes creating site records for all locations

where units are assigned and activity records for all responding units; ensuring that all tracking information and daily reports from units are entered into OpsCenter in a timely fashion; closing out activities as units are deactivated, and making sure the information on the Site Summary Report is accurate. The administration officer is responsible for making sure all reports are accurate and that the incident commander, state DR director, and DOC all have the latest information at hand. This may require printing and/or emailing reports generated by OpsCenter to the appropriate personnel who do not have access to OpsCenter.

Planning Section



Planning Officer

The planning officer is responsible for requesting teams/units from the DOC, demobilization of the operation, daily incident action plans, and management of disaster relief resources, both human assets and unit assets. The planning officer may have deputies who will assist in these functions depending upon the size and scope of the operation. The planning officer will work in conjunction and consultation with the incident commander and the affected state DR director.

Request Units Task

The planning officer is responsible for requesting teams and units and other assets as needed.

- Determine the type and number of units to activate.
- Confirm arrival of all units on site with the administration officer.

Demobilization Task

The planning officer is responsible for assisting in the development of the demobilization plan for the operation in conjunction with the incident commander, the affected state DR director, the DOC, and the requesting agencies or partners.

- Responsible to inform the site commanders or unit directors of the demobilization plan.
- Consult with other agency headquarters/command posts to inform them of the demobilization plan and if needed to coordinate the demobilization of the response units, especially the feeding units.

Incident Action Plan Task

The planning officer in consultation with the incident commander will develop the daily incident action plan (IAP). This plan is consider a broad outline of the operation period and is subject to change and updates during the operation period. The purpose of the plan is to provide all incident supervisory personnel with appropriate direction for future actions. The plan may be oral or written.

- Assist in the development of the incident action plan for each 24-hour operational period. This plan is the broad operational outline and action plan for the operational period.
- Request other assets as needed through the DOC as determined by the incident action plan.
- Document the incident action plan in written form or log entry.

Conclusion

Chapter Five

The incident command system was originally developed to bring direction and management to chaotic crisis situations.

Southern Baptist Disaster Relief has adopted this method of disaster response management. We desire to be wise and faithful stewards of the resources that have been given to us as well as effectively partner with other agencies involved in disaster responses in a standard fashion.

In short, implementing the incident command system enables us to better serve Christ in crisis.

Appendix A

Glossary

Glossary

Adult Volunteer Mobilization (AVM) A Team at NAMB that provides adult pathways to missions.

Affected State – The state Baptist convention that has experienced a disaster in the jurisdiction and is responding to the needs of the affected area.

American Red Cross (ARC) – The national organization given a Congressional Charter to provide disaster relief in the United States.

Assisting State – The designation for a state Baptist convention that has been called upon to provide disaster response assistance to another state that has been affected by a disaster.

Base Camp – The designation used by The Salvation Army for the large feeding units used during disaster responses. There are four of these units in the U.S. These are often staffed by trained Southern Baptist Disaster Relief volunteers.

Baptist Global Response – A global Southern Baptist relief and development organization.

Canteen – One of the feeding units used by The Salvation Army. This unit is designed to travel into the affected area and serve from its resources. They can be restocked or come out of the area each evening to restock. Food served by the canteen is often much like fast food. It is staffed by two or more volunteers.

Chainsaw Unit – A disaster relief recovery unit that is equipped to provide tree removal from homes and/or yards damaged by a disaster. This unit has trained chainsaw operators assigned to it.

Child Care Unit - A disaster relief unit that is equipped to provide appropriate care for children of families affected by a disaster. The unit usually cares for children up to seven years of age. This unit uses trained child care volunteers and a leadership team assigned to the unit.

Command/Communication Unit - A disaster relief unit that is equipped to provide appropriate communications, command, and control during a disaster response. This unit has trained communication volunteers and a leadership team assigned to the unit.

Disaster Operation Center (DOC) - The offsite location where command and control of a disaster relief response by Southern Baptists has been established by the North American Mission Board or a state Baptist convention. The DOC supports the onsite ICS Team.

Disaster Relief Operational Procedures (DROP) - A manual that contains the operational procedures used by Southern Baptist Disaster Relief. This manual contains more than 400 pages of information and policies and is used by NAMB, state Baptist conventions, and units during trainings and responses.

Disaster Relief (DR), or Southern Baptist Disaster Relief (SBDR) - the partnership between the 42 state conventions and the North American Mission Board which provides a cooperative, coordinated response to communities affected by disaster in the United States and around the world.

Disaster Relief Kit (DR Kit) - kits equipped with a computer network, printer, and other supplies that are used at the field command post during a disaster response. The computers communicate with the NAMB network by email and Internet protocols. The kits are owned by NAMB.

Disaster Relief Computer Network - a network of computers which can be shipped to the ICS team for management of a response. The network is owned by NAMB.

Disaster Relief Update – The daily (sometimes more often) report developed by the PIO which is posted to the disaster relief website (<http://www.namb.net/dr>) and the disaster relief e-newsletter. The update documents information about the response, requests for donations of in-kind goods, services or funds, etc.

Disaster Response Unit (DRU) - a vehicle used by The Salvation Army to deliver food and other supplies into communities affected by disaster. The DRU usually has a two-person crew and is assigned to a feeding unit and/or warehouse.

Disaster Relief Website – NAMB’s disaster relief website (<http://www.namb.net/dr>) provides information and resources pertaining to disaster preparation, responses, and reports. This website is maintained by the AVM team staff and is updated regularly during a disaster relief response.

Emergency Management Agency (EMA) - the agency assigned by the government (city, county, state and/or federal) to manage a response to a disaster and/or crisis. The agency has jurisdiction and authority for the government entity’s response.

Emergency Operations Center (EOC) - The designation use by the emergency response community for their headquarters. An EOC can be operational for any government entity (local, county, state, regional, or federal) or department of these entities (fire, police, etc.).

Emergency Response Vehicle (ERV) - a vehicle used by the American Red Cross to deliver food and other supplies into communities affected by disasters. The ERV usually has a two-person crew and is assigned to a feeding unit.

Federal Emergency Management Agency (FEMA) - the agency assigned by the federal government to manage the response to disasters and/or crises. The agency is a part of the Homeland Security Department and has jurisdiction and authority for the federal government’s response to a crisis event. FEMA works in support of the state emergency management agencies.

Feeding Unit - A disaster relief unit that provides appropriate feeding support to the general public in support of Southern Baptist partners and Southern Baptists. This unit has trained feeding support volunteers assigned to it.

Incident Action Plan (IAP) - A plan of action developed by the ICS Team and DOC on a daily basis to establish priorities for the work of that day.

Incident Command System Team (ICS Team) - A team of trained volunteers appointed, deployed, and empowered to staff a field command post and provide appropriate management to a response for an affected state and/or the North American Mission Board.

International Mission Board (IMB) - The Southern Baptist Convention's agency assigned responsibility for international mission activity.

Laundry Unit - A disaster relief unit that is equipped to provide appropriate support to the general public and volunteers in the washing and drying of clothes. This unit has trained laundry support volunteers assigned to it.

Mercy Medical Airlift (MMA) - The Homeland Security Emergency Air Transportation System (HSEATS) along with trained volunteer pilots is prepared to launch and conduct missions with either a two-hour or six-hour advance notification. Mercy Medical Airlift administers this program at the national level, and individual Angel Flight regional organizations provide the volunteer pilot services and means to notify said pilots in times of emergency.

Mud-out Unit - A disaster relief recovery unit that provides for appropriate support to the general public in the removal of mud and other debris following a flood or other invasion of water into a building. This unit has trained mud-out support volunteers assigned to it.

North American Mission Board (NAMB) - The domestic agency assigned by the Southern Baptist Convention which supports ministries in the United States and Canada, including sending missionaries, evangelism, church planting, volunteering in missions, and disaster relief.

OpsCenter - The web-based database application used by the DOC and IC Team to document, track, report, and archive activities associated with a disaster relief response.

Public Information Officer (PIO) - The PIO is the spokesman for the operation, state, or unit to the news media. The PIO develops press releases, news stories, and photos for Baptist and public media outlets. The PIO works under the authority and is responsible to the incident commander and DOC manager.

Repair Unit - A disaster relief recovery unit which provides appropriate support to the general public in making temporary repair to homes, churches, and other building. This unit has trained support volunteers assigned to it.

Recovery Unit - A disaster relief unit that provides appropriate support to the general public in the removal of mud, trees, or other debris and makes temporary repairs. This unit has trained support volunteers assigned to it. There are four types of recovery units: chainsaw, mud-out, temporary repair, and roofing.

Shower Unit - A disaster relief unit that provides appropriate support to the general public and volunteers for showering. This unit has trained volunteers assigned to it.

Stages of Activation - Southern Baptist Disaster Relief uses four stages of activation when mobilizing units.

- **Alert** - There is a possibility the unit will respond to a disaster.
- **Stand-by** - There is a probability the unit will respond to a disaster.
- **Go/No Go** - The unit is requested to respond to a disaster. Information about the assignment is given to the unit at this time. Should the unit not be needed, it is released or placed on standby or alert.
- **Closing** - Conditions are such that the unit can return home. A closing time is established and the units are released from the operation.

Status Boards – An information mechanism that provides quick-glance, real-time information about a disaster response. A status board might be a white board, a wall, projector screen, newsprint, or electronic mail to name a few.

The Salvation Army (TSA) - A religious denomination with a very large emergency services component that often responds to the same disasters that Southern Baptist Disaster Relief does. The Salvation Army became involved in disaster relief in 1900 during the Galveston, Texas hurricane response. TSA is a national partner with Southern Baptist Disaster Relief.

Volunteer Mobilization Center (VMC) - a unit of work at the North American Mission Board that supports church planting and evangelism efforts through short-term volunteerism. The Volunteer Mobilization Center serves as a liaison between people who have a heart to serve and people in need.

Appendix B

Flow Charts

Incident Command Implementation	43
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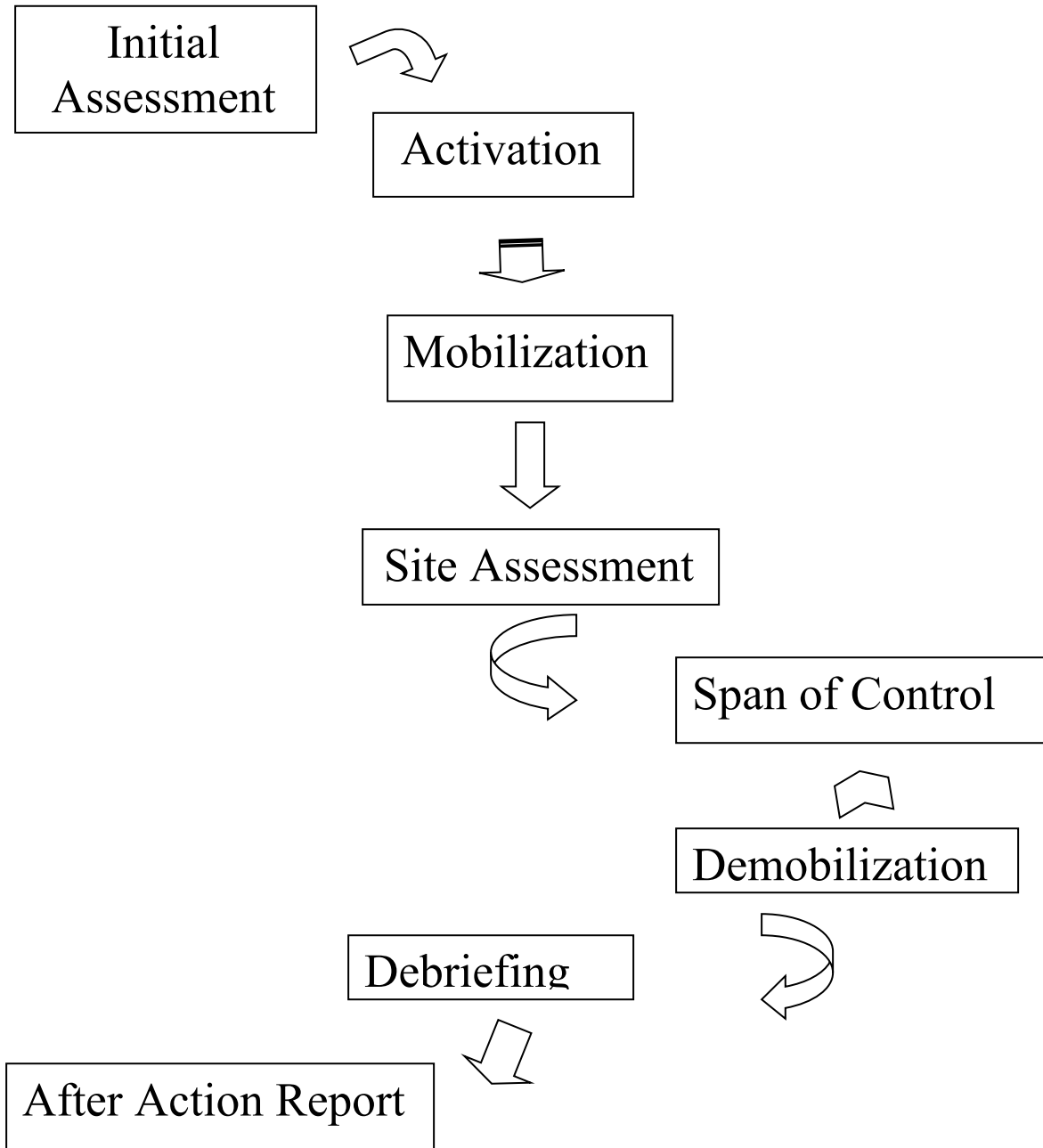
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Incident Command Implementation



Activation of ICS Team Checklist

1. National disaster relief staff are notified of need for assistance.
2. National disaster relief staff consult with affected state.
 - Will the affected state DR director field an ICS team?
 - Has the affected state DR director requested a national ICS team?
3. National disaster relief staff activates ICS team.
 - What size ICS team is needed?
 - Where will the ICS command post be established?
 - Where will the ICS team stage?
 - Who will secure the facilities?
 - Who will provide for financial arrangements?
 - Who will be invited to serve in the ICS team positions?
 - Incident commander
 - Safety officer
 - Liaison officer
 - Operations officer
 - Logistics officer
 - Administration officer
 - Public information officer
 - Planning officer
 - Staff chaplain
 - Will deputies be needed?
 - Incident commander
 - Safety Officer
 - Liaison officer
 - Operations officer
 - Logistics officer
 - Administration officer
 - Public information officer
 - Planning officer
 - Chaplain coordinator
 - Recruit the ICS team
 - Provide assignment of positions.
 - Provide information about the response.
 - Note time of team members' availability.
 - Note any special circumstances.
 - How will the team members travel?
 - Departure city
 - Estimated time of departure
 - Estimated time of arrival

- Provide housing information,
- Secure contact information while in transit.
 - Cellular phone number
 - Satellite phone number
 - Ham radio frequencies
 - Email
- Provide travel authority.
 - Contact NAMB's travel agent
 - Provide MMB to travel agent
 - Airline ticket
 - Rental car
 - Motel
- Establish communication with the team.
 - Ham radio
 - Cellular phone number
 - Satellite phone number
 - Email information
- Establish team rotation schedule.

Affected State Checklist Guide

The Affected State Checklist Guide was designed to help a state disaster relief director respond to a disaster in his state. This is not an exhaustive list; rather it is a guide to assist the state director in implementing a disaster response plan in his state.

There are three areas of concern: **pre-event, disaster event, and post-event.**

Pre-Event

That time before an actual disaster event. This may be days in the case of hurricanes or floods or mere minutes in the case of tornadoes and earthquakes. It is that time before you actually have a disaster to which you must respond.

State Assets – What type of equipment and trained manpower do you have that will be able to respond to a disaster.

Activate State DR Plan – Is the disaster of the type that your state disaster plan should be activated?

Readiness – What is your manpower/equipment level of readiness? Are your people and the equipment ready to respond?

DR-friendly Churches – A DR-friendly church is a church in your state that is supportive of the disaster relief ministry and is willing and ready to help in the disaster effort. DR-friendly churches are also those churches that the state DR director has pre-event agreements to use their facilities in the event of a disaster within or near their community.

Contacts – Who do you need to contact in case of a disaster?

State Baptist convention – Executive director or other convention leadership

State ARC – Lead chapter or state DR specialists

State EMA – The state emergency director or authority

NAMB – National disaster relief staff

Other – Anyone else you may need to contact in the event of a disaster

The Salvation Army – Regional representative

Disaster Event

That time when the disaster takes place and the state responds to the disaster.

Assessments – An assessment determines how extensive the disaster event is and will give the state director an idea of how he will need to respond.

Scope – How big is the disaster? Who does it affect? What utilities and infrastructure have been affected? In short, how bad is it?

Area – Where did the disaster take place? What part of the state is affected (associations, counties, or churches).

Needs – This refers to a needs assessment. What needs can be met by your disaster relief units and/or manpower? This is a state DR ministry assessment.

Damage – Damage assessment is an ARC function; however, the state DR ministry may choose to do its own damage assessment to assist the state DR director in determining the scope of the state response to the disaster. In short, how much damage has been done to the affected area? This is usually given as a monetary value for personal property and an injury/death report for human suffering.

Mobilization – Once the assessment is complete, the state DR director will have some idea how he can respond. When he responds, he moves into the mobilization section.

Feeding – Are feeding units needed and dispatched?

Recovery – Are recovery units needed and dispatched?

Communication – Are communication units needed and dispatched?

Child Care – Are child care units needed and dispatched?

Disaster Operation Center – Will a DOC be set up at the Baptist building or NAMB?

Command Post – Is a command post unit needed and dispatched?

Showers – Are shower units needed and dispatched?

Shelters – Are shelters needed and opened?

Other – Are other units needed and dispatched? (i.e., water purification, generators)

Command Post – Will the state need a command post to coordinate the work that is taking place in the disaster area? The command post could be in the disaster area or out of the disaster area.

Location – An actual physical location of the state command post.

Communication – Is communication reliable at the command post? Ham radio may be necessary.

Support staff – Does the command post have the support staff needed to fulfill the mission?

Equipment – Is office equipment available such as copier, fax, phones, etc.?

Utilities – Does the command post have utilities working?

Water – Is potable water available?

Electricity – Is the electricity working?

Sleeping – Have sleeping arrangements been made for staff?

National Command Post – If the disaster is a multistate operation and the host state has asked for national assistance, a national ICS team will be sent into the disaster area. The national ICS team will need a command post.

Logistical Support – What kind and type of logistical support and systems will you be able to supply? Will you be able to support the different units' needs?

Post-Event

That time after the disaster response closes and completes its operation.

Close Operations – The actual closing of the disaster response has taken place.

Recovery of the units – Does a team need to be sent into the affected area to recover any units or will the last team recover the units? Have all units been cleaned and prepared for another response? Has all

equipment been returned to the vendors? Have all bills been paid or a process established to have the bills paid?

Debrief – A time of reporting, analyzing, and evaluating the disaster response. This includes the spiritual, physical, and emotional responses of those involved along with an evaluation of the actual operation.

- ICS Team – Personally debrief and receive after action reports from all members of the ICS Team.
- Unit Directors – Debrief all unit directors by the state DR director, task force directors, or his designated person. This includes the spiritual, physical, and emotional responses of those involved along with an evaluation of the actual operation.
- Volunteers – Unit directors are responsible to debrief all volunteers on their unit. This should include the spiritual, physical, and emotional responses of those involved along with an evaluation of the actual operation.

After Action Report – The report that the state director makes at the end of the operation. This report is to include all phases of the disaster response, including a summary of the operation, any problems encountered, and any suggestions or recommendations about the disaster operation. A summary of human interest stories or evangelistic stories should be included in this report.

- NAMB – Submit a copy of the after action report to the national disaster relief staff at NAMB.
- State convention office – Submit a copy of the after action report to the state executive officer or direct supervisor.

File all paper work – Archive all reports from the field, all paper work from the field, and the after action report.

Affected State Checklist

Pre-Event

- State Assets
- Activate State DR Plan
- Readiness
- DR-friendly Churches
- Contacts
 - State Leadership
 - State ARC
 - State EMA
 - NAMB
 - TSA Region
 - Other

Disaster Event

- Assessments
 - Scope
 - Area
 - Needs
 - Damage
- Mobilization
 - Feeding
 - Recovery
 - Communications
 - Child Care
 - Command Post
 - Shower
 - Shelters

- Other
- Command Post
 - Location
 - Communications
 - Support staff
 - Equipment
 - Utilities
 - Water
 - Electricity
 - Sleeping
- National Command Post
(Use Command Post Checklist)
- Logistical Support

Post Event

- Close Operations
- Recovery of Units
- Debrief
 - Site Commander
 - Unit Directors
 - Volunteers
- After Action Report
 - NAMB
 - ARC
 - State Office
- File all paperwork

Command Post Setup Guide

1. Find a location for the command post.
 - a. If mobile command center is used, find a location that is large enough to handle the unit and support equipment.
 - b. If a fixed location is used, try to use a room 20 x 40 or larger.
2. Sign agreement form.
 - a. Be sure the pastor understands the full implications of serving as a host for a disaster relief operation.
 - b. Be sure to give the pastor a copy of the agreement.
3. Organize the command post.
 - a. Team assignments
 - b. Physical setup
 - i) Focal point
 - ii) Status board
 - iii) Main room
 - (1) Incident commander desk
 - (2) Office manager
 - (3) OpsCenter
 - (4) Functions desks
 - (a) Operations
 - (b) Logistics
 - (c) Administration
 - (d) PIO
 - iv) In processing
 - v) Team briefing area
4. Establish communications
5. Establish power source
6. Determine operation parameters and briefing
 - a. Paperwork
 - b. Housing/meals
 - c. Showers
 - d. Credentials
 - e. Cultural considerations
7. Get functions operational
8. Set up needs/ministry assessment
9. Schedule and post work hours and assignments
10. Manage the operation

Command Post Setup Checklist

Office		Needs Assessment	
Location	<input type="checkbox"/>	Feeding	<input type="checkbox"/>
Electricity	<input type="checkbox"/>	Clean-up and Recovery	<input type="checkbox"/>
Phone	<input type="checkbox"/>	Child Care	<input type="checkbox"/>
Fax	<input type="checkbox"/>	Communications	<input type="checkbox"/>
Internet Access	<input type="checkbox"/>	Command	<input type="checkbox"/>
Office Supplies	<input type="checkbox"/>	Shower	<input type="checkbox"/>
Status Board	<input type="checkbox"/>	Water Purification	<input type="checkbox"/>
Onsite Kit Ordered	<input type="checkbox"/>	Other Units	<input type="checkbox"/>
Staff Concerns		Contacts	
Lodging	<input type="checkbox"/>	NAMB DR Unit Staff	<input type="checkbox"/>
Transportation	<input type="checkbox"/>	State Commander	<input type="checkbox"/>
Meals	<input type="checkbox"/>	Incident Command Team	<input type="checkbox"/>
• Feeding Unit	<input type="checkbox"/>		
• Church	<input type="checkbox"/>		
• Local Restaurants	<input type="checkbox"/>		
Meetings		Address:	
Affected State	<input type="checkbox"/>	Directions:	
ARC	<input type="checkbox"/>		
Local Government	<input type="checkbox"/>		
FEMA	<input type="checkbox"/>		
TSA	<input type="checkbox"/>		

Demobilization Checklist

Following a disaster relief response, the operation must be closed in an orderly fashion. During the response the IC planning officer will work with the IC team and the DOC manager to establish an orderly process to scale down the DOC and to close it at the appropriate time. Coordination and tracking of the units as they return home must be considered.

The closing of the DOC should be intentional and reflect a clear and accurate report of the disaster relief response. All equipment and furniture that was loaned for the command post operation should be returned to the proper person.

1. Receive information from the IC planning officer about the impending closing of the response.
2. Verify the information with the affected state Baptist convention, national partners, and other response organizations.
3. Develop a DOC demobilization plan in consultation with the IC team.
4. Adjust the operational hours of the DOC to support tracking of the units being demobilized.
5. Assign staff to cover the operational hours of the DOC during the demobilization.
6. Develop a plan to ensure the cleaning and repair of the facilities used by Southern Baptist Disaster Relief during the response. This plan should include the facilities used to support other organizations during the response.
7. Develop a plan with the IC team to ensure all expenses are paid or provided for regarding the facilities used during the response.
8. Verify with the IC team and all responding units that accurate information and reporting of their response activity has been given to the IC team and entered into OpsCenter.
9. Reduce the number of IC team as appropriate during the final days of the operation.
10. Update all notebooks, logs, status boards, and other information systems with an accurate final report of the response activity.
11. Provide a final report of activity of the operation to the affected and assisting states.
12. Verify all expenses are paid for equipment, meals, volunteers, and any other associated costs during the IC operation.

**Southern Baptist Disaster Relief
Personal Information Form/Release and Indemnity Agreement**

DR #/Incident Name _____

Name: _____ Date: _____

Address: _____

City: _____ State: _____ Zip: _____

Home Phone: _____ Work Phone: _____

Cell Phone: _____ E-mail: _____

Church: _____ Association: _____

Unit: _____ Amateur Call Sign: _____

Emergency Notification

Name: _____

Relationship: _____ Phone: _____

Are you allergic to any medication or other substances? No ___ Yes ___ If so, what?

Other Information: _____



Release and Indemnity Agreement

Having fully read the Release and Indemnity Agreement on the back of this form or accompanying this form, this waiver, release and indemnity agreement is fully understood by me and I enter the same willingly for the purposes herein stated.

Print Name: _____ **Date:** _____

Signature: _____

Southern Baptist Disaster Relief Release and Indemnity Agreement

I do hereby represent and acknowledge I am entering a missionary venture with others; as a volunteer I am paying my own expenses, including insurance,¹¹ for the purpose of helping in times of disaster for the glory of God and to demonstrate my faith in Christ; that the work may at times be hazardous and somewhat arduous and will be performed by concerned by volunteers and qualified professionals trained in disaster relief work; that vehicles transporting these volunteers will be operated by licensed volunteers, who may or may not be professional drivers.

I recognize and acknowledge potential accidents at the disaster site, involving motor vehicles, in or about the living, sleeping and eating areas, or during activities of the disaster relief team; am fully aware of possible injuries to members of the disaster relief team, including myself.

Therefore, I desire to protect, release, acquit, indemnify and hold harmless from any and all claims, injuries, damages, losses, expenses or attorney fees incurred by me, my heirs, administrators, executors or assigns.

For and on behalf of myself, my heirs, administrators, executors, assigns and all other persons, firms, or corporations, I do hereby release and discharge from liability all other persons on the disaster relief team with me, those who notified, selected or assigned me to said team, the _____ (State Convention), state Disaster Relief director or department, the Southern Baptist Convention, their employees and representatives, successors or assigns, from any claims, demands, damages, actions, causes of actions which I, the undersigned, have or may hereafter, and on account of, or any way growing out of injuries or damages both to persons or property resulting or that may hereafter result from the voluntary venture.

This waiver, release and indemnity agreement is fully understood by me and I enter the same willingly for the purpose herein above stated.

Witnessed, my hand on this the _____ day of _____ 20_____.

Print Name: _____

Signature: _____

Volunteer:

Print Name: _____

Signature: _____

¹¹Each Volunteer is expected to have insurance in case of accident, injury or illness. **NO** insurance coverage is provided volunteers by the (_____ Convention). Personal liability is the responsibility of the volunteer.

**Southern Baptist Disaster Relief
Daily Report Form**

DR #/Incident Name _____

Date _____ Time _____

Ministry Site _____

Address _____

Reporting Individual's Name and Cell Phone: _____

Volunteer Count

- a. _____ Number of team members at start of day
 - b. _____ Number of team members who arrived today
 - c. _____ Total number of team members onsite today
 - d. _____ Number of local community volunteers who worked today
- _____ **Total volunteers who worked today** (add lines c and d)
- _____ Number of team members who departed today

Food Service Report

Meals Prepared (a)	Serving Line (b)	ERVS/Canteens (c)
Breakfast _____	Breakfast _____	Breakfast _____
Lunch _____	Lunch _____	Lunch _____
Dinner _____	Dinner _____	Dinner _____
Total (a) _____	Subtotal (b) _____	Subtotal (c) _____

_____ **Total meals served today** (add columns b and c)

Cleanup and Recovery Report

- a. Number of jobs completed to date (from beginning) _____
- b. Number of jobs completed today _____
- c. Number of jobs remaining _____

Child Care Report

Total number of children served _____

Shower/Laundry/Water Units Report

Total number of showers _____

Total number of laundry loads _____

Total number of gallons of water purified _____

Communications Report

a. HF messages _____

b. Reports _____

c. Hours on duty (per operator) _____

d. Total Traffic _____ (a + b)

Illnesses, Accidents, Problems, Suggestions or Concerns

- a. If illness or injury, give name of person and nature of problem and file an incident report.
- b. if an equipment problem, give name and nature of problem.

Staff Meetings and Debriefings

Morning Meeting/Devotions ____ yes ____ no Evening Meetings/Devotions ____ yes ____ no
 Other Meetings: (list topics discussed)

Evangelistic/Ministry Opportunities

**Southern Baptist Disaster Relief
Incident Report Form**

Date _____ Time _____

Name of Unit _____ Unit # _____

Type of Unit _____ Location of Incident _____

Unit Director (Blue Cap) _____ Phone _____

Injuries _____

Emergency Notification Made By _____

Property Damage _____

Owner of Property _____

Address _____

Home Phone _____ Work Phone _____ Cell Phone _____

Narrative _____

Unit Director Signature _____

State Disaster Relief Director Signature _____

Other Signature (as needed) _____

Date Reviewed _____

**Southern Baptist Disaster Relief
Property Owner Request for Volunteer Assistance**

Job No. _____

Chainsaw / Mudout

PRIORITY: 1 2 3

Team A B C D (A most capable)

Date _____

Property Owner's Name _____

Address _____

City _____ State _____ Zip Code _____

Home Phone _____ Cell Phone _____ Work Phone _____

How many people reside at this home? _____ Ages of oldest and youngest resident _____

Do you have insurance? Yes No If yes, name of insurance carrier _____

Will owner be present? Yes No If no, should work be done? Yes No

Special circumstances _____

Description of job _____

RELEASE (must be signed before work begins)

I, _____, hereby release from liability and agree to hold harmless the volunteers for any damage or injury that may occur on my property, to any of my property or to my person, which may occur during the cleanup operation. I further understand and agree that there is no warranty, implied, written or oral, for any work performed on my property by said volunteers. **I understand that the Southern Baptist Disaster Relief teams are a volunteer organization that has limited volunteers, limited financial and material resources, and makes no guarantee that said service will be provided.** Additionally, I further understand that **THIS IS NOT A CONTRACT TO PROVIDE SERVICES.**

Property Owners Signature _____

Dated this _____ day of _____, 20_____.

Unit Assigned _____ Date _____

_____ Work Completed _____ Work

Incomplete (*list remaining items*) _____

Unit Leader's signature: _____

Volunteers' signatures: _____

Southern Baptist Disaster Relief Vendor Form

Date: _____

Open Account **In-Kind** **Rental**

Vendor Name: _____

Vendor Address: _____

City: _____ State: _____ Zip: _____

Phone: _____ Fax: _____

Account Information

Type of Account: _____

Purpose of Account: _____

Person(s) Allowed to Use Account: _____

Organization Opening Account: _____

In-Kind Information

Type of In-Kind Donation: _____

Identification of Donation: (trailer number, license number etc.) _____

VIN (if needed): _____

Description of Donation (if needed): _____

Value of Donation: _____

**Southern Baptist Disaster Relief
Rental Equipment Information Form**

Type of Rental: _____

Purpose of Rental: _____

VIN (if needed): _____

ID Number (if needed) _____

Unit Assigned To: _____

Name of Responsible Organization: _____

Name of Responsible Individual: _____

Address: _____

City: _____

State/Providence: _____ Zip/Postal Code: _____

Phone: _____ FAX: _____

Cell: _____ Pager: _____

Signature: _____ Date _____

**Southern Baptist Disaster Relief
Expense Form**

Name of Disaster _____ Date of Request _____

DR #/Incident Name _____

Name of person making request: _____

Reason for request:

Total amount: _____

Approved: _____ Date: _____

**Southern Baptist Disaster Relief
Expense Form**

Name of Disaster _____ Date of Request _____

DR #/Incident Name _____

Name of person making request: _____

Reason for request:

Total amount: _____

Approved: _____ Date: _____

Southern Baptist Disaster Relief Agreement between Church and Illinois Baptist Disaster Relief

Church: _____ Telephone: _____

Address: _____ on (month,

day, year) _____ agrees to allow the Illinois Baptist Disaster Relief to

use the church facilities as a disaster relief operational facility for the _____

_____ (name of disaster response), DR # _____.

We have agreed to make the following available for the purposes stated below: (The following are offered as examples only and are not intended to set priorities.)

Facility

Purpose

All except the auditorium
Kitchen
Dining/fellowship hall
Fellowship hall
Nursery and classrooms
Classrooms/restrooms

Emergency shelter for victims
Food Preparation
Foodservice, DAC center
Collection/distribution center
Child care center
Mass care shelter

We have agreed to make the following equipment available for disaster response for the purposes stated below: (The following are offered as examples only and are not intended to set priorities.)

Equipment

Purpose

Church van
Electric generator
Wheelchair

Transporting displaced people
Emergency electrical service
Transporting injured or handicapped people

Pastor

Date

Incident Commander

Date





Facilities Agreement Walk-Through



List any damage

Parking Lots

Check for any damage (cracks, potholes, or any other damage).

Area Around Parking Lots

Check for any damage.

Facilities

Check Sunday School rooms, fellowship area, kitchen, restrooms, and any other areas that were used. Please take pictures to restore positions of tables and chairs.

Church Representative _____ Date ____/____/____

White or Blue Cap _____ Date ____/____/____

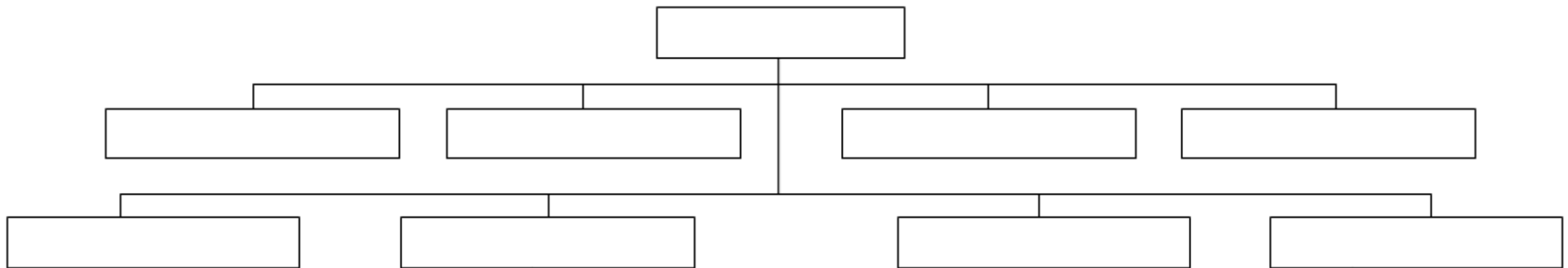
Note: Make 4 copies of report—for church, IC team, Red Cross, and Salvation Army.

Appendix C

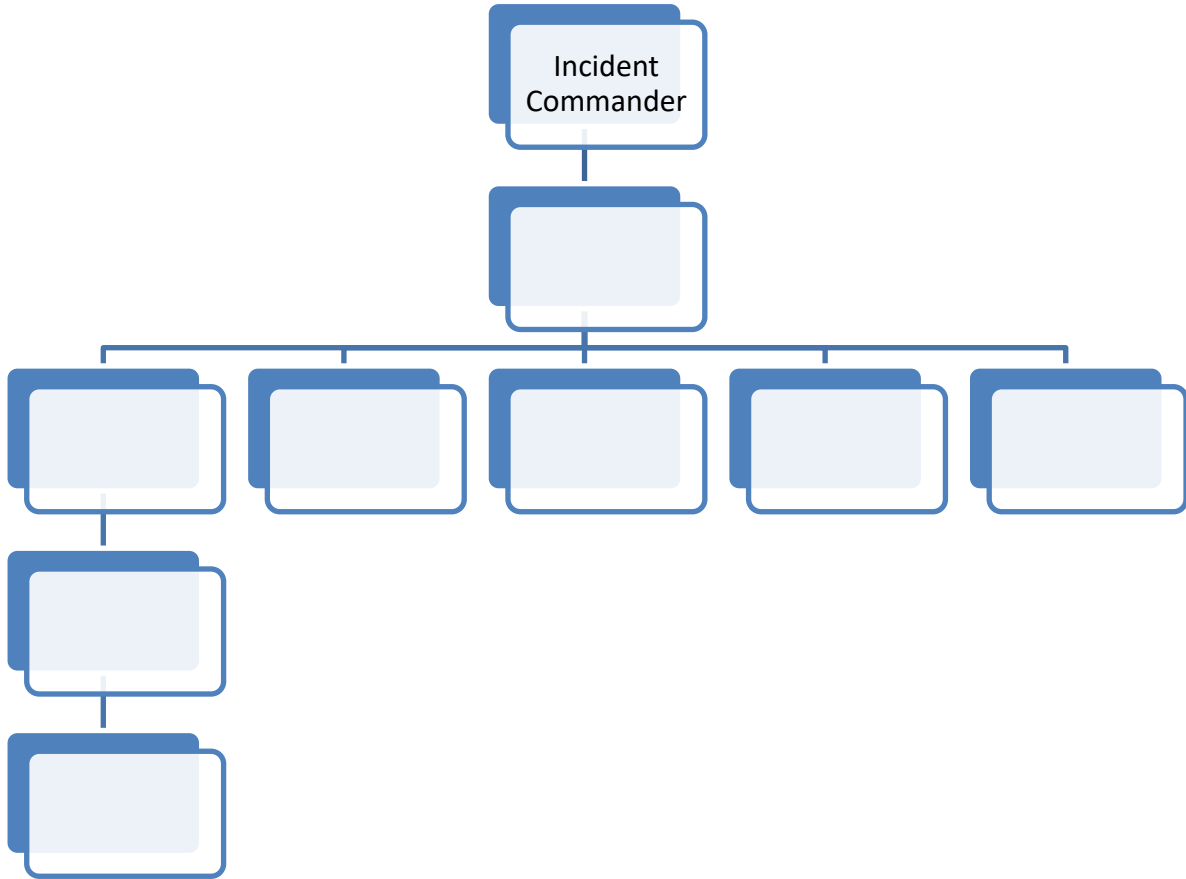
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Command Staff and General Officers Organization Chart
Exercise 1

SBDR Organizational Chart

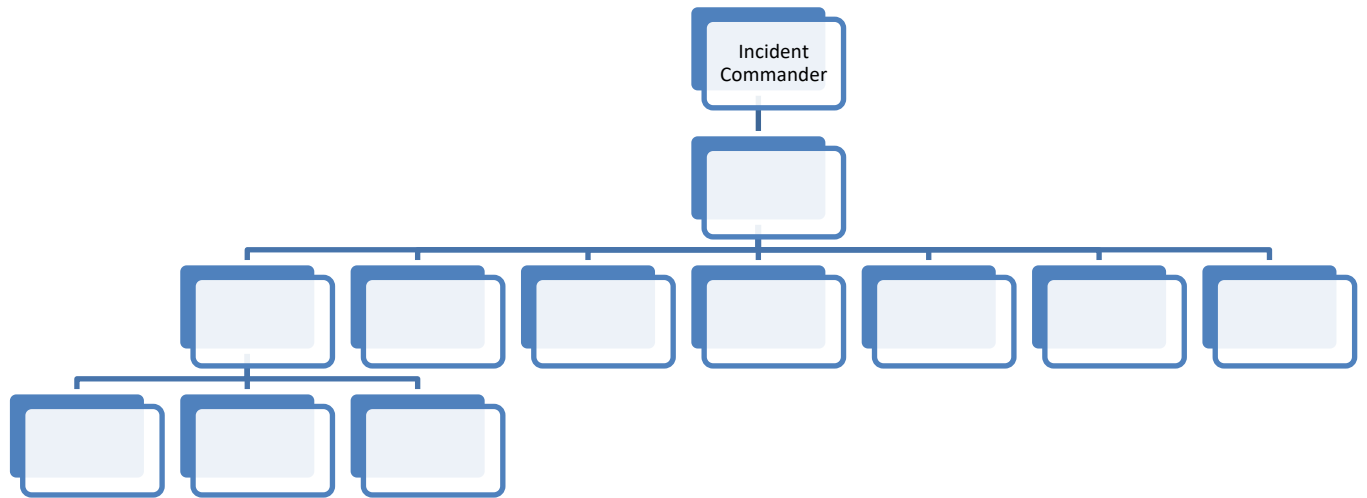


Operations Section Organization Chart Exercise 2

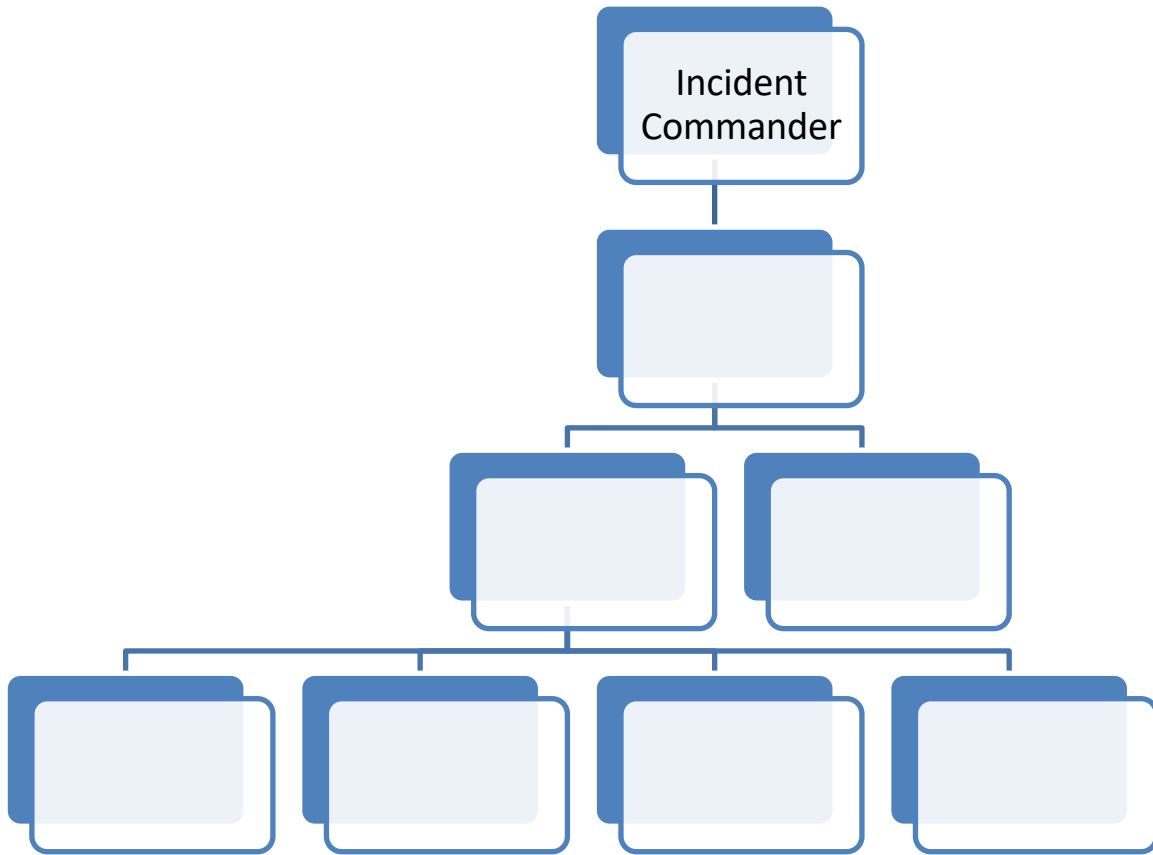


Logistics Section Organization Chart

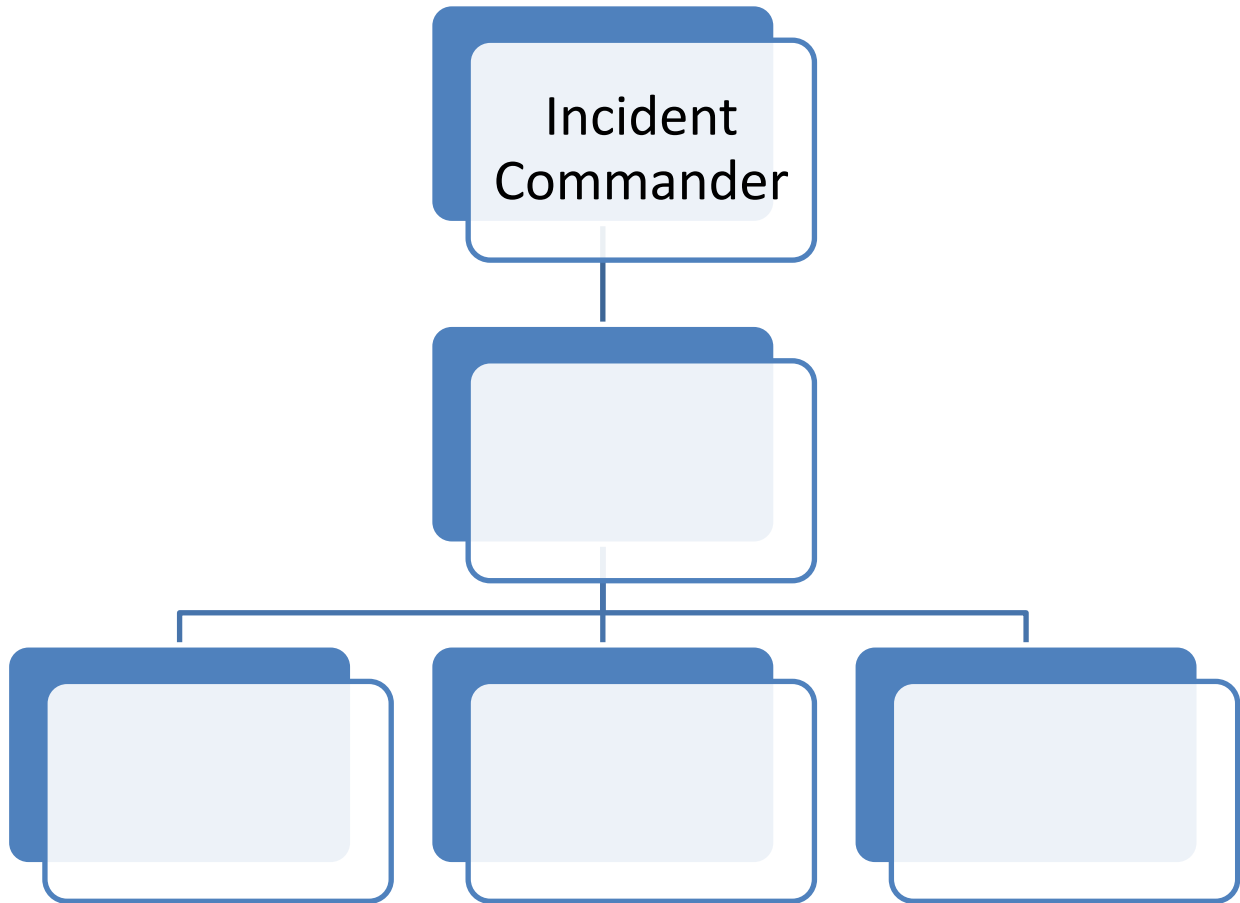
Exercise 3



**Administration Section Organization Chart
Exercise 4**



**Planning Section Organization Chart
Exercise 5**



Incident Command Implementation Exercise 6

