

COLE COUNTY COAD

Community Organizations Active in Disaster

Cooperation, Coordination, Communication, Collaboration

STRATEGIC PLAN

2025-2027

Cole County COAD
205 Alameda Drive
Jefferson City, Missouri 65109
November 2024

Facilitated by
Blue Skies Planning
in collaboration with the
CC-COAD Formation Team

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TABLE OF CONTENTS

Introduction	3
Mission and Vision Statements, Core Values	4
Strategic Planning Process	5
Purpose of the Plan	6
Maintenance and Revision	6
Promulgation Statement	7
Cole County COAD Organization	8
Critical Functions	9
2025-2027 Strategic Goals	10
Strategic Goal 1	10
Strategic Goal 2	11
Strategic Goal 3	12
Strategic Goal 4	13
Strategic Goal 5	13
Anticipated Future Priorities	14
Measuring Progress	15
2025-2027 Strategic Goals Table	16
COAD Formation Team	23

INTRODUCTION

On the night of May 22, 2019, a devastating EF3 tornado tore through Cole and Miller Counties, impacting hundreds of citizens in those two counties. At that time, there was no formalized volunteer coalition in place to respond to disasters. With guidance from the Federal Emergency Management Agency (FEMA), the State Emergency Management Agency (SEMA), and the Missouri Volunteer Organizations Active in Disaster (MOVOAD), a long-term recovery committee was formed.

The Cole and Miller Counties Long Term Recovery Committee (CMC-LTRC) emerged as a volunteer coalition composed of public, private, faith-based, and health and human service agencies. The CMC-LTRC coordinated recovery efforts following the tornado, providing short-term and long-term assistance to individuals lacking adequate resources for basic needs as a result of the disaster.

In July 2023, the CMC-LTRC successfully closed the last open case from the 2019 tornado. In 2024, executive leadership from the CMC-LTRC began meeting to formulate a plan to transition the committee into the Cole County Community Organizations Active in Disasters (COAD).

The mission of a COAD is to coordinate the efforts of public and private entities to provide those impacted by disaster with the human service resources they need to recover after an emergency or disaster event. Disaster human service incorporates functions including, but not limited to, mass care (sheltering, feeding, distribution of relief supplies, etc.), long-term recovery case management, rebuilding, repair, disaster mental health services, disaster health services, volunteer management and donations management. The COAD is a collaborative working group in which all the participants are equal partners united by common goals while still maintaining the individual autonomy of their own organizations.

Establishment of the Cole County COAD will ensure that the community has a volunteer coalition organized and prepared to meet the needs of its citizens during future crises and disasters. Through collaboration, compassion and proactive preparedness efforts, we will create a safer and stronger community for all residents.

MISSION STATEMENT

To develop and enhance communication, cooperation, coordination and collaboration among public and private community stakeholders during all phases of a crisis or disaster.

VISION STATEMENT

A resilient community with the capability to recover from disaster where every individual feels safe, supported and empowered.

CORE VALUES

Community-Centered: Prioritizing the needs and voices of the whole community in disaster-related efforts.

Empowerment: Equipping the whole community with the knowledge and resources to act and support themselves and others during emergencies.

Collaboration: Planning and collaborating with local stakeholders, organizations and authorities to enhance disaster preparedness, response and recovery efforts in a climate of cooperation and communication.

Compassion: Providing empathetic and supportive care to the whole community when affected by disasters.

Accountability: Ensuring transparency, integrity and responsible stewardship of resources in all organizational activities.

STRATEGIC PLANNING PROCESS

Recognizing the need for a COAD in Cole County, the executive leadership of the CMC-LTRC transitioned to the COAD Formation Team in August 2023. Following its creation, the team engaged the community through a series of planning meetings to explore options for developing a fully operational COAD organization.

As a result of those initial meetings, the COAD Formation Team chose to contract with Blue Skies Planning to facilitate a strategic planning process and develop a written plan. The first meeting took place in August 2024 at the United Way of Central Missouri headquarters in Jefferson City.

Throughout August and September, additional meetings were held to hone goals, objectives and associated tasks for inclusion in the plan.

The draft Cole County Strategic Plan for 2025-2027 was accepted by the COAD Formation Team and was presented to the current COAD membership for final approval on November 7, 2024.

Historical LTRC Members

American Red Cross
Catholic Charities of Central and Northern Missouri
Central Missouri Community Action
City of Eldon
City of Jefferson
Cole County Emergency Management
First Christian Church of Eldon
Lincoln University
Lincoln University Cooperative Extension
Missouri Baptist Disaster Relief
MU Extension Service
Rape and Abuse Crisis Service
River City Habitat for Humanity
The Salvation Army
Samaritan Center
United Way of Central Missouri

Figure 1 – Historical LTRC Members

PURPOSE OF THE PLAN

The Cole County COAD Strategic Plan for 2025-2027 reflects an innovative planning process resulting in a clearly defined road map to direct both short and long-term programmatic efforts of the Cole County COAD. It outlines the priorities, decisions and actions to support those efforts and uphold the COAD mission.

This plan, born from a common vision of the COAD's leadership and stakeholders, details the goals and strategies the COAD will employ to conduct its mission. By adhering to this strategic plan, the COAD will effectively navigate the complexities of disaster response and recovery, empowering our community to become more resilient in the face of adversity.

The Cole County COAD is committed to remaining transparent, accountable and responsive to the needs of the community. In this spirit, we are sharing this plan to inform the whole community of the direction of this organization, with the intention of sharing follow-up reports on our progress towards these goals and objectives.

MAINTENANCE AND REVISION

The Cole County COAD Strategic Plan 2025-2027 was completed in 2024 and will be reviewed in the first quarter of every successive year represented in the plan.

This plan will undergo a full evaluation and revision during 2027, at which time the COAD members and administration will:

- Identify future goals and objectives.
- Create associated tasks to meet goals and objectives.
- Submit the plan to internal and external stakeholders for comment.
- Submit an updated three-year plan to the stakeholders in December of 2027.

PROMULGATION STATEMENT

The Cole County COAD has developed a three-year Strategic Plan to guide the actions of the COAD while carrying out the mission of disaster preparedness and recovery.

This plan addendum and its provisions are official immediately as signed and dated below by the concurring stakeholders and government officials.

Therefore, as the executive governing body of the Cole County COAD, in agreement with the Cole County Emergency Management Director, we hereby promulgate the Cole County COAD Strategic Plan 2025-2027.

_____ Executive Committee Member - Chair Cole County COAD	_____ Date
_____ Executive Committee Member – Vice-Chair Cole County COAD	_____ Date
_____ Executive Committee Member - Secretary Cole County COAD	_____ Date
_____ Executive Committee Member - Treasurer Cole County COAD	_____ Date
_____ Ex-Officio Cole County Emergency Management Director	_____ Date

COLE COUNTY COAD ORGANIZATION

The Cole County COAD leadership is represented by an Executive Committee consisting of a Past Chair, Chair, Vice Chair, Secretary, Treasurer, Communications Liaison, Ex Officio, Chairs of the Standing Committees and up to five Community Members-at-Large representing groups involved in disaster response and recovery. Subcommittees under the Standing Committees are established by the Executive Committee to meet the needs of the organization and made up of members from the general membership.

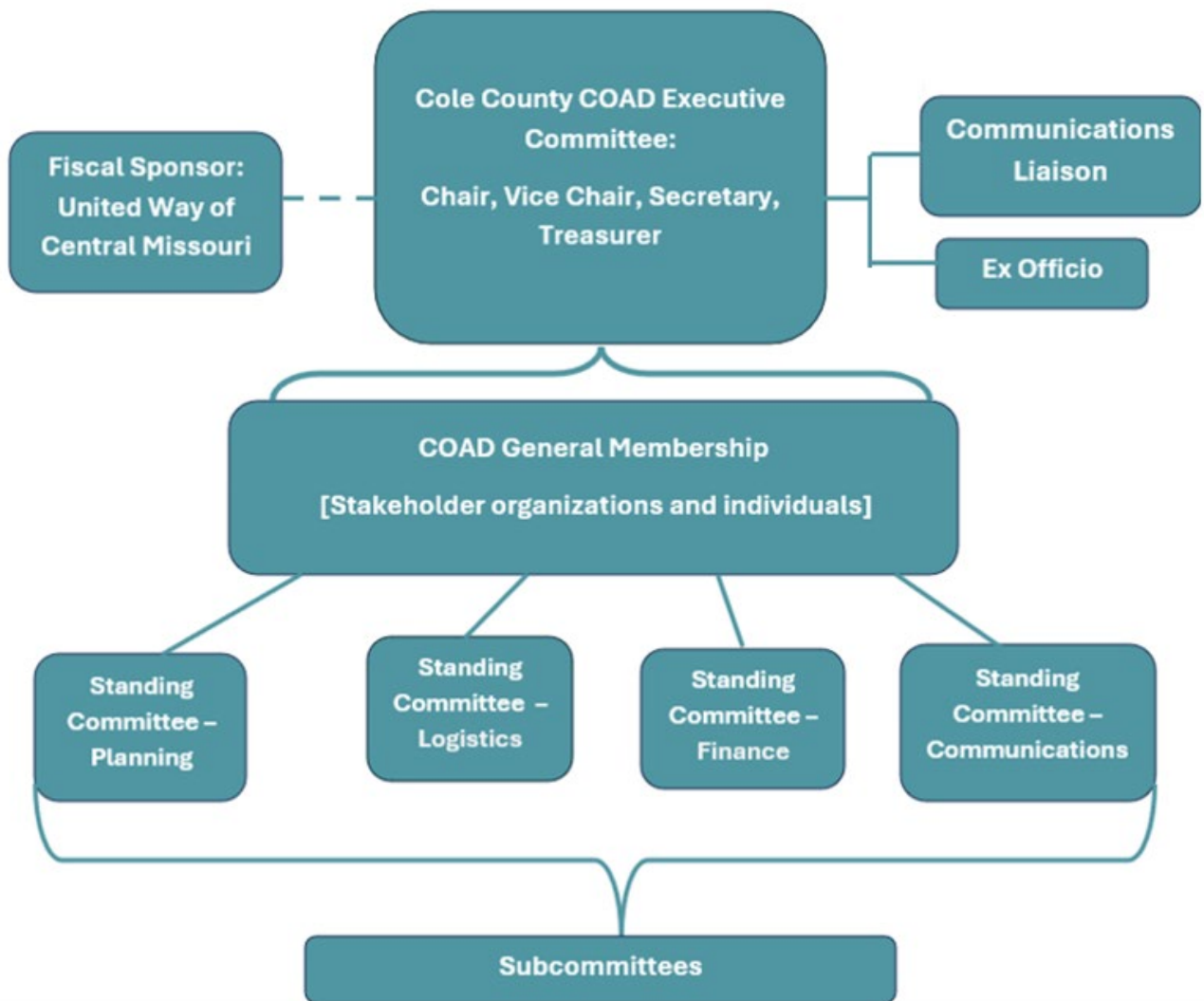


Figure 2 - Cole County COAD Organizational Chart

CRITICAL FUNCTIONS

The strategic goals, objectives and tasks outlined in this plan support the COAD's critical functions as defined by the COAD Formation Team:

1. Identification of, and preplanning for response to, community human service needs that are likely to result from a disaster or community emergency.
2. Identification of resources to support human service needs resulting from a disaster or community emergency.
3. Coordination of resource providers in conjunction with the Cole County government during disaster response and recovery to meet human services needs of the community resulting from the disaster or community emergency.
4. Ability and depth of personnel to function as the human services liaison to the Cole County Emergency Management Director (EMD) and Cole County emergency operations center (EOC) during disaster and emergency planning, response and recovery.

2025-2027 STRATEGIC GOALS

In-depth scrutiny and analysis of COAD values, critical processes, gaps, strengths and weaknesses have led to the formulation of the following strategic goals. These goals outline the forward motion and growth targeted by the Cole County COAD. These strategic goals, objectives and supporting tasks provide a clear roadmap for the COAD to establish itself and make significant progress in enhancing disaster preparedness, coordination and recovery over the first three years.

STRATEGIC GOAL 1: ESTABLISH AND MAINTAIN AN ORGANIZATIONAL FOUNDATION AND ADMINISTRATIVE STRUCTURE.

Objective 1.1: Define and formalize the COAD’s governance structure by February 2025.

Supporting Tasks:

- **Task 1.1.1:** Define the positions and voting rights of COAD membership in the bylaws.
- **Task 1.1.2:** Finalize the position descriptions for executive committee members.
- **Task 1.1.3:** Finalize the draft of the bylaws to include the organizational chart, subcommittee processes, and review and amendment procedures.
- **Task 1.1.4:** Present the finalized bylaws to the membership for approval.
- **Task 1.1.5:** Vote for and fill administrative positions.
- **Task 1.1.6:** Create and staff standing committees, their associated subcommittees, and define expectations and processes for their operations.

Objective 1.2: Develop and implement a framework of policies and procedures.

Supporting Tasks:

- **Task 1.2.1:** Research best practices from existing COADs and present findings to the membership by May 2025.
- **Task 1.2.2:** Complete and present a draft standard operating procedures (SOP) manual incorporating non-disaster and disaster processes by May 2025.
- **Task 1.2.3:** Present the SOP manual to the COAD membership for approval in August 2025.

Objective 1.3: Define policies, processes and procedures for COAD administrative and disaster related fiscal management.

Supporting Tasks:

- **Task 1.3.1:** Identify a fiscal agent and establish a signed MOU by January 2025.
- **Task 1.3.2:** Complete and implement written fiscal policies by January 2025
- **Task 1.3.3:** Form a fiscal subcommittee and define its purpose by February 2025.

STRATEGIC GOAL 2: IDENTIFY COMMUNITY CAPABILITY FOR DISASTER RECOVERY.

Objective 2.1: Identify capability gaps within the agencies that form the COAD membership.

Supporting Tasks:

- **Task 2.1.1:** Create and distribute a capability questionnaire to COAD members to be completed and returned by March 2025.
- **Task 2.1.2:** Analyze the capability information from the completed questionnaires to identify gaps and present findings to the COAD membership in May 2025.
- **Task 2.1.3:** Develop a membership and community resource directory starting in January 2025 and maintain and update throughout the three-year plan period.

Objective 2.2: From the start of this plan and through the 3-year plan period, identify and engage key community partners that can augment disaster recovery resources.

Supporting Tasks:

- **Task 2.2.1:** Determine and implement an engagement strategy to attract potential partners and new members.
- **Task 2.2.2:** Develop and execute a marketing strategy to bring awareness of the COAD, including development of a website and a process for its maintenance.
- **Task 2.2.3:** Implement an ongoing strategy to maintain a comprehensive and engaging social media presence for information sharing.
- **Task 2.2.4:** Identify the agency or agencies that will provide the necessary case workers for disaster recovery.

Objective 2.3: From the start of 2025 and throughout the time period of this plan, continue to establish formal partnerships with identified community partners.

Supporting Tasks:

1. **Task 2.3.1:** Develop a template document to formalize COAD partnerships by February 2025.

STRATEGIC GOAL 3: PROVIDE COORDINATION AND SUPPORT FOR EFFECTIVE COAD RESPONSE TO DISASTERS.

Objective 3.1: Establish disaster and non-disaster communications and information management capabilities.

Supporting Tasks:

- **Task 3.1.1:** Establish notification/alert and information sharing processes for COAD executive staff and members by May 2025.
- **Task 3.1.2:** Establish processes for COAD communication with local government and the EOC during emergency/disaster activations by May 2025.

Objective 3.2: Ensure readiness to mobilize COAD organizations, individuals and resources during disasters.

Supporting Tasks:

- **Task 3.2.1:** Encourage completion of National Incident Management System (NIMS) classes, ICS 700, ICS 800 ICS and ICS 100 by COAD members throughout the three-year plan period.
- **Task 3.2.2:** Conduct annual tabletop exercises for the COAD membership to test SOP manual processes. Follow with after-action analysis and process updates.
- **Task 3.2.3:** Develop position checklists and other job aids by November 2025 to support the COAD liaison role and integration into the EOC organizational structure.
- **Task 3.2.4:** Identify additional training throughout the three-year plan period to strengthen knowledge and skills for serving as the COAD liaison to the EOC.
- **Task 3.2.5:** Participate in collaborative EOC exercises with Cole County Emergency Management during the three-year plan period.

STRATEGIC GOAL 4: ENSURE COAD PARTICIPATION IN WHOLE-COMMUNITY PLANNING EFFORTS.

Objective 4.1: Support development of a pre-disaster community recovery plan.

Supporting Tasks:

- **Task 4.1.1:** Provide content for the plan regarding COAD roles and capabilities.
- **Task 4.1.2:** Participate in ongoing plan development, review and approval processes; Review and update the COAD portions of the disaster recovery plan annually.

STRATEGIC GOAL 5: PROMOTE COLE COUNTY COMMUNITY READINESS AND RESILIENCE BY INCREASING AWARENESS AND ENCOURAGING DISASTER PREPAREDNESS .

Objective 5.1: Launch a public awareness campaign on the importance of disaster preparedness by 2026.

Supporting Tasks:

- **Task 5.1.1:** Establish at least one social media platform with a regular posting schedule by the end of the first quarter of 2026.

ANTICIPATED FUTURE PRIORITIES

The Cole County COAD Formation Team recognizes key planning priorities identified for potential inclusion in either the 2025 or 2026 updates, or in the comprehensive strategic plan update in 2027. These activities may be initiated earlier if required by circumstances or due to an increased cadence in COAD development.

- **Exploring long term solutions for increasing emergency shelter capacities in Cole County, including the capacity to care for pet and service animals.**
- **Providing coordination for volunteer and donations management.**
- **Providing services to assist with repairs and rebuilding.**
- **Promoting preparedness among member agencies.**
- **Identifying and planning for post-disaster needs of identified vulnerable populations.**
- **Planning for long-term recovery by identifying emerging and unmet needs of clients, and resources to address those needs.**

MEASURING PROGRESS

As the COAD addresses each of the goals in this strategic plan, methods for measuring progress and meeting objectives include ongoing tracking and documentation of the progress of supporting tasks. These tasks are included in the table below, with start and projected completion dates and ownership assignments.

Ownership of each objective will be represented by administrative position or committee to account for any changes in staffing throughout the plan period.

COLE COUNTY COAD STRATEGIC GOALS, OBJECTIVES, TASKS AND ASSIGNMENTS

STRATEGIC GOALS	OBJECTIVES	SUPPORTING TASKS	START DATE	END DATE	ASSIGNED TO
STRATEGIC GOAL 1: ESTABLISH AND MAINTAIN AN ORGANIZATIONAL FOUNDATION AND ADMINISTRATIVE STRUCTURE.	1.1: Define and formalize the COAD’s governance structure.	Task 1.1.1: Define the positions and voting rights of COAD membership in the bylaws.	2024	February 2025	Executive Committee
		Task 1.1.2: Finalize the position descriptions for executive committee members.	2024	February 2025	Executive Committee
		Task 1.1.3: Finalize the draft of the bylaws including the organizational chart, subcommittee processes, and review and amendment procedures.	2024	February 2025	Executive Committee
		Task 1.1.4: Present the finalized bylaws to the membership for approval.	2024	February 2025	Executive Committee
		Task 1.1.5: Vote for and fill administrative positions.	2024	February 2025	Membership

Cole County COAD Strategic Plan – 2025-2027

STRATEGIC GOALS	OBJECTIVES	SUPPORTING TASKS	START DATE	END DATE	ASSIGNED TO
		Task 1.1.6: Create and staff standing committees and their associated subcommittees and define expectations and processes for their operations.	2024	February 2025	Executive Committee/ Membership
	1.2: Develop and implement a framework of policies and procedures.	Task 1.2.1: Research best practices from existing COADs and present findings to the membership.	January 2025	May 2025	Executive Committee
		Task 1.2.2: Complete and present a draft standard operating procedures (SOP) manual incorporating non-disaster and disaster processes.	January 2025	May 2025	Executive Committee
		Task 1.2.3: Present the SOP manual to the COAD membership for approval.	January 2025	August 2025	Executive Committee
	1.3: Define policies, processes and procedures for COAD fiscal management.	Task 1.3.1: Identify a fiscal agent and establish a signed MOU.	2024	January 2025	Executive Committee
		Task 1.3.2: Complete and implement written fiscal policies.	2024	January 2025	Executive Committee

STRATEGIC GOALS	OBJECTIVES	SUPPORTING TASKS	START DATE	END DATE	ASSIGNED TO
		Task 1.3.3: Form a fiscal subcommittee and define its purpose.	2024	February 2025	Executive Committee/ Membership
STRATEGIC GOAL 2: IDENTIFY COMMUNITY CAPABILITY FOR DISASTER RECOVERY.	2.1: Identify capability gaps within the agencies that form the COAD membership.	Task 2.1.1: Create and distribute a capability questionnaire to COAD members to be completed and returned.	February 2025	March 2025	Executive committee
		Task 2.1.2: Analyze the capability information from the completed questionnaires to identify gaps, and present findings to the membership.	March 2025	May 2025	Executive Committee/ Subcommittee
		Task 2.1.3: Develop and maintain a membership and community resource directory.	January 2025	December 2027	Subcommittee
	2.2: Identify and engage key community partners that can augment disaster recovery resources.	Task 2.2.1: Determine and implement an engagement strategy to attract potential partners and new members.	February 2025	December 2027	Subcommittee

STRATEGIC GOALS	OBJECTIVES	SUPPORTING TASKS	START DATE	END DATE	ASSIGNED TO
		Task 2.2.2: Develop and execute a marketing strategy to bring awareness of the COAD, including creation and maintenance of a website.	February 2025	December 2027	Subcommittee
		Task 2.2.3: Implement an ongoing strategy to maintain a comprehensive and engaging social media presence for information sharing.	February 2025	December 2027	Subcommittee
		Task 2.2.4: Identify the agency/agencies to provide case workers for disaster recovery.	February 2025	May 2025	Executive Committee
	2.3: Continue to establish formal partnerships with identified community partners.	Task 2.3.1: Develop a template document to formalize COAD partnerships.	January 2025	February 2025	Executive Committee
STRATEGIC GOAL 3: PROVIDE COORDINATION AND SUPPORT FOR EFFECTIVE COAD RESPONSE TO DISASTERS.	3.1: Establish disaster and non-disaster communications and information management capabilities.	Task 3.1.1: Establish notification/alert and information sharing processes for COAD executive staff and members.	January 2025	May 2025	Executive Committee

STRATEGIC GOALS	OBJECTIVES	SUPPORTING TASKS	START DATE	END DATE	ASSIGNED TO
		Task 3.1.2: Establish processes for COAD communication with local government and the EOC during emergency/disaster activation.	January 2025	May 2025	Executive Committee
	3.2: Ensure readiness to mobilize COAD organizations, individuals, and resources during disasters.	Task 3.2.1: Encourage completion of NIMS classes ICS 100, ICS 700 and ICS 800 by COAD members.	January 2025	December 2027	Executive Committee/ Membership
		Task 3.2.2: Conduct annual tabletop exercises for COAD membership to test SOP manual processes. Follow with after-action analysis and process updates.	January 2025	December 2027	Executive Committee/ Subcommittee
		Task 3.2.3: Develop position checklists and job aids to support the COAD liaison role and integration into the EOC structure.	February 2025	November 2025	Subcommittee/Cole County EMA

STRATEGIC GOALS	OBJECTIVES	SUPPORTING TASKS	START DATE	END DATE	ASSIGNED TO
		Task 3.2.4: Identify additional training to strengthen skills for serving as COAD liaison to the EOC.	January 2025	December 2027	Subcommittee
		Task 3.2.6: Participate in collaborative EOC exercises with Cole County Emergency Management.	January 2025	December 2027	Executive Committee/ Membership
STRATEGIC GOAL 4: ENSURE COAD PARTICIPATION IN WHOLE-COMMUNITY PLANNING EFFORTS.	4.1: Support development of a pre-disaster community recovery plan.	Task 4.1.1: Provide content for the plan regarding COAD roles and capabilities.	January 2025	December 2027	Executive Committee
		Task 4.1.2: Participate in ongoing plan development, review and approval processes; Review and update COAD portions of the disaster recovery plan annually.	January 2025	December 2027	Executive Committee

STRATEGIC GOALS	OBJECTIVES	SUPPORTING TASKS	START DATE	END DATE	ASSIGNED TO
<p>STRATEGIC GOAL 5: PROMOTE COLE COUNTY COMMUNITY READINESS AND RESILIENCE BY INCREASING AWARENESS AND ENCOURAGING DISASTER PLANNING.</p>	<p>5.1: Launch a public awareness campaign on the importance of disaster preparedness.</p>	<p>Task 5.1.1: Establish at least one social media platform with a regular posting schedule by April 2026 to be maintained throughout the three-year plan period.</p>	<p>January 2025</p>	<p>April 2026/December 2027</p>	<p>Subcommittee</p>

COAD FORMATION TEAM

Anderson, Elizabeth – University of Missouri Extension
Bax, Ann – United Way of Central Missouri (retired)
Berger, Bruce - Jefferson City Host Lions Club
Brondel, Amber – United Way of Central Missouri
Dickhaut, Jody – State Emergency Management Agency
Gladney, Sherril – Blue Skies Planning
Hilkemeyer, Sue – Jefferson City Host Lions Club
Hirsch, Angela – Rape and Abuse Crisis Service
Knernschild, Lee – United Way of Central Missouri
Moss, Gaylon – Missouri Baptist Convention Disaster Relief
Schepker, Emily – State Emergency Management Agency
Smith-Vandergriff, Chelle - Catholic Charities of Central and Northern MO
Taylor, Wayland - State Emergency Management Agency
Tergin, Carrie - Former Mayor of Jefferson City
Thompson, Elizabeth – State Emergency Management Agency
Tietsort, Nicholas - Cole County Emergency Management Agency
Watson, Dr. Darius - Lincoln University
Werner, Aaron - Missouri Baptist Convention Disaster Relief
Wilbers, Amanda - State Emergency Management Agency
Wilbers, Jennifer – United Way of Central Missouri
Wilding, Melissa - American Red Cross
Windell, Major Justin – The Salvation Army