

Supplemental Instructions for the Immediate Services Program Standard Application

Crisis Counseling Assistance and Training Program Immediate Services Program

These supplemental instructions describe the purpose of each section of the Crisis Counseling Assistance and Training Program (CCP) *Immediate Services Program (ISP) Standard Application* and provide an explanation of how to complete the required forms and worksheets. The instructions are most useful when reviewed simultaneously with the *ISP Standard Application*. The application and Supplemental Instructions are cross-referenced with corresponding page numbers.

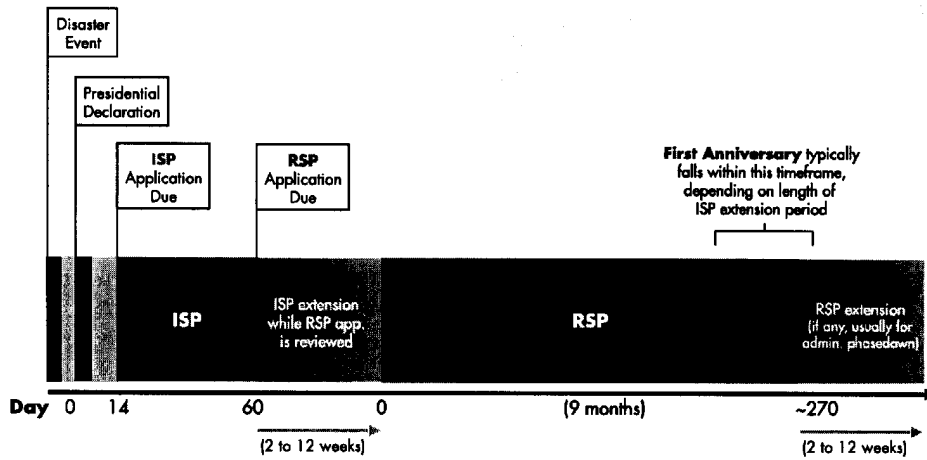
The *ISP Standard Application* consists of the following:

- **Signature Sheet;**
- **Standard Form 424 Request for Federal Assistance;**
- **Part I: Geographic Areas and Initial Needs Assessment** includes an estimate of the number of disaster survivors who would benefit from crisis counseling services, an estimate of the number of individuals who will be targeted for primary services (individual and group counseling) and secondary services (media, written materials, Public Service Announcements (PSAs), community networking, community education of the CCP). It also includes an explanation of special circumstances related to the disaster that may increase the need for crisis counseling services;
- **Part II: State and Local Resources and Capabilities** describes the State and local mental health systems, and an explanation of why these resources cannot meet the estimated disaster crisis counseling needs;
- **Part III: Response Activities from Date of Incident** describes State and local crisis counseling response activities from the date of the disaster incident to the date of the application submission;
- **Part IV: Plan of Services** includes a list of service providers and a plan of services to meet the identified needs, including plans for staffing, service provision, training, and program management; and
- **Part V: Budget** includes a format for a budget that is integrated with the Needs Assessment and Plan of Services.

CCP Typical Timeline:

The graphic below outlines the typical timeline of a CCP. The date of the Presidential Declaration is Day 0. The ISP application is due on Day 14 following the Declaration. ISP programming continues through Day 60. The application for an RSP is also due on Day 60, if the State elects to submit an application. The RSP is a 9 month program with the potential of a 2 to 12 week extension. Such extensions are granted in unusual circumstances for the purpose of phasedown and administrative close-out.

Crisis Counseling Assistance and Training Program (CCP) Typical Timeline

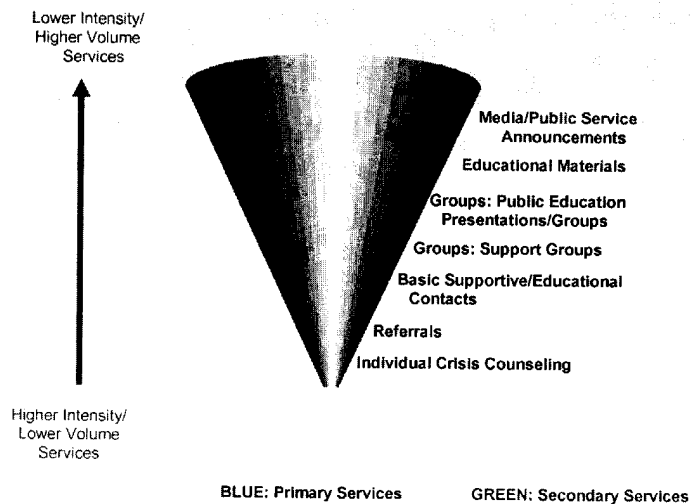


Part II and sections of Part IV may be drafted prior to a disaster and submitted to the Federal Emergency Management Agency (FEMA) and the Center for Mental Health Services (CMHS) for review. These materials should be submitted to the FEMA Coordinating Officer at the Disaster Field Office or the FEMA Regional Office, which will forward them to CMHS for recommendations. CMHS will review and submit to the FEMA Regional Director. The FEMA Regional Director may pre-approve the submission to expedite processing of future ISP applications.

Reach of CCP Services:

When developing a Plan of Services the applicant should keep in mind the reach of each type of service usually provided under a CCP. The graphic below illustrates intensity and reach of the typical types of program services. Program planning should begin with designing and implementing services of high intensity, and moving toward lower intensity services that may reach a broader number of groups and individuals as the Needs Assessment and time indicates. Individual crisis counseling is the most intense service type as it requires direct interaction between crisis counselors and disaster survivors and can be time consuming in nature. This is an effective service strategy for reaching a people immediately following a disaster when Disaster Recovery Centers (DRCs), shelters, and clinics are open and greater numbers of individuals can be found in central locations. Individual crisis counseling should be continued throughout the life of the program as individuals disperse from shelters and from service centers, however. It is expected that the numbers of individuals that may be reached via this service may decline as DRCs, shelters, and clinics close and programs progress. Other strategies of lower intensity with broader reach potential can be employed, such as support groups and public education presentations. Utilizing the media and PSAs and distributing public education materials are considered secondary services and are an effective method of reaching those individuals in hard to reach, broadly dispersed locations or those who were indirectly affected by the disaster.

Reach of CCP Services



Signature Sheet

Purpose: The Signature Sheet is divided into two boxes. The first box is for identifying the primary contact person for the mental health response to the disaster. The signature of the director of the State Mental Health Authority (SMHA) is required here.

The second box is for the Governor's Authorized Representative (GAR) to certify that the crisis counseling needs exceed the capacity of available State and local resources. The signature sheet is used as a transmittal letter and fulfills the requirement to have the GAR's signature and certification on the application. Most States find it easier to use this form than draft a separate transmittal letter.

Where to Find the Signature Sheet: The Signature Sheet is Page 2 of the application.

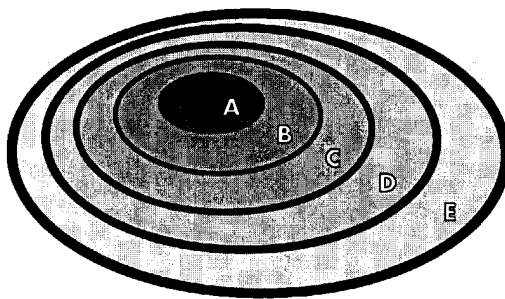
Instruction: The GAR is the only State official authorized to represent the Governor and apply for ISP funding. An ISP application will not be accepted by FEMA without the GAR's signature. The Director of the SMHA does not have authority to apply for ISP funds without the GAR's signature.

Note: While the GAR's signature and certification are required for submission of an ISP application, the signature sheet provided in this package is an optional form. A transmittal letter from the GAR to the FEMA Disaster Recovery Manager (DRM) may be used if the State prefers. The transmittal letter must state the amount of funding requested and that the Governor agrees to and certifies the four points listed on the signature sheet.

Risk Factors: Population Exposure Model

The Population Exposure Model, depicted in the graphic below, helps identify potential groups in need of crisis counseling services. Each circle represents exposure level and the types of people generally found in each. The impact of the disaster has a ripple effect, starting at the epicenter (Circle A) where individuals have the greatest exposure, extending to the outer ring (Circle E) where individuals may not have been directly impacted by the disaster but may still be affected. More intensive crisis counseling efforts may be more appropriate to the epicenter, while psycho-educational efforts focusing on community resilience may be more appropriate for the outer groups. This concept should inform how the State's Plan of Services is developed and implemented.

Risk Factors
Population Exposure Model



- A. Injured survivors, bereaved family members.
- B. Survivors with high exposure to disaster trauma, or evacuated from disaster zone.
- C. Bereaved extended family or friends, first responders.
- D. People who lost homes, jobs, or possessions; people with pre-existing trauma or dysfunction; at-risk groups; and other disaster responders.
- E. Affected people from community at large.

Adapted from DeWolfe, 2002.

Standard Form 424 (SF-424) Request for Federal Assistance

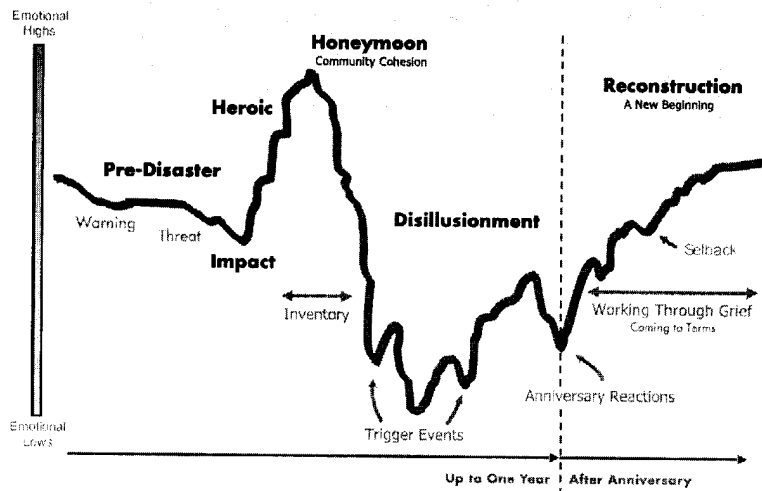
Purpose: The SF 424 is the Federal form required by the Office of Management and Budget (OMB) on grant applications. All States applying for ISP funds must submit a completed SF 424 signed by the GAR.

Where to Find the SF 424: A copy of the SF 424 form is included with this application package. Additional copies of the SF 424 may be obtained from FEMA or CMHS. Electronic versions of the SF 424 may be obtained through the CMHS website at www.mentalhealth.samhsa.gov/cmhs/EmergencyServices/progguide.asp. This document is a PDF and requires Adobe Acrobat Reader to open.

Instruction: The SF 424 is an attachment to the application. The SF 424 is separated into numbered blocks requesting information that is critical in assuring an accurate funding award. Instructions are provided with the SF 424. The following information may be helpful in completing the information blocks of the SF 424 for an ISP.

- **Block 1 (Type of Submission):** ISP applicants should check the box labeled “non-construction.”
- **Block 2 (Date Submitted):** Enter actual date of submission. This must be no later than 14 days following the Presidential disaster declaration. The date of the declaration is Day Zero (0). The day after the declaration date is Day One (1) for determining the application due date.
- **Block 3 (Date Received by State):** Leave blank or enter date application submitted to the GAR. This block is not used by the Federal government in the ISP application process.
- **Block 4 (Date Received by Federal Agency):** Leave blank.
- **Block 5 (Applicant’s Information):** This section should be completed with information for the GAR, who is the legal applicant. Additional contact information should be provided in the application for the program director at the SMHA.
- **Block 6 (Employer Identification Number):** The Employer Identification Number (EIN) is an IRS number and should be obtained from the State’s fiscal management office.
- **Block 7 (Type of Applicant):** The type of applicant is “State.” Therefore, applicants should enter the letter “A” in the box provided.
- **Block 8 (Type of Application):** Applicants should check the box labeled “new.”

Phases of Disaster Collective Reactions



Reconstruction phase:

- This phase is a process of coming to terms with disaster losses, developing constructive coping strategies, and building a new post-disaster life. This process can sometimes take years.
- People adjust to a new “normal” while continuing to grieve losses. There is recognition of growth and opportunity.
- Setbacks are trigger events that occur in the reconstruction phase. Examples include reoccurrence of disaster or reports in the media of new, painful discoveries related to the disaster. A community’s sense of recovery, of having come to terms with the disaster, can be damaged by these setbacks.

Trigger events:

- Trigger events can happen in any phase, though they are more typical in latter phases when the reality of the initial traumatic event has set in.
- They vary by disaster, community, and individual; however some triggers can be predicted. For example, upsetting reports in the media about survivors suffering or shortcomings in the disaster response can increase stress in individuals and communities.
- The anniversary of the disaster event is often accompanied by painful memories and potentially stressful media, political, and community attention.
- As some of these reactions are predictable, response to them can be planned.

- **Block 9 (Name of Federal Agency):** The Federal agency is the “Federal Emergency Management Agency.”
- **Block 10 (The Code of Federal Domestic Assistance Number):** The Code of Federal Domestic Assistance (CFDA) number for the ISP application is 97.032.
- **Block 11 (Descriptive Title of Applicant’s Project):** This may be listed as “Immediate Services Program - Crisis Counseling Program” or if the State has already titled the project (e.g., “Project Recovery”), the title may be used.
- **Block 12 (Areas Affected by the Project):** Applicants should list declared areas to be served, based on the President’s disaster declaration. The ISP application must correspond with areas listed in the Presidential declaration (generally declarations specify counties as geographic units included in the declaration, but may specify parishes, municipalities or other large geographic area designations). If only part of a geographic unit (such as a county) listed in the Presidential declaration will be served, list the entire geographic unit.
- **Block 13 (Proposed Project Start and End Dates):** Since the application is due on the fourteenth day following the declaration, the start date of the “proposed project” must be the day following the date of the ISP submission. You may not post-date the SF 424. The end date of the “proposed project” is the sixtieth (60th) day after the date of declaration.

The ISP is a sixty-day program that begins on the date of the disaster declaration. Day One is the day after the date of declaration. Costs incurred to carry out services funded by the CCP may be reimbursed from the Date of Incident (DOI) through the date the ISP is applied for (Day Fourteen). Please note that separate budgets are required for the projected program period and the reimbursable period leading up to the submission of the ISP application. As an example, if the President declares a disaster on March 1, the 60 day ISP program period will begin that day, which is Day Zero. The sixty day period will end April 30. The “proposed project” dates on the SF-424 would be March 15 as a start date, and April 30 as an end date. The reimbursable budget would represent those costs incurred from the date of declaration or the DOI, if prior to the declaration, through March 15.

- **Block 14 (Congressional Districts):** List all Congressional Districts served by the project.
- **Block 15 (Estimated Funding):** The amount of Federal assistance requested should be provided in (a). In-kind contributions should be listed in (c) or (d). There should be no program income. Estimates may be rounded to the nearest dollar only.
- **Block 16 (Is the application subject to review by State Executive Order 12372 Process?):** Before completing this block, applicants should check with the State’s Single Point of Contact for Executive Order 12372.

Appendix: Key Disaster Mental Health Concepts

This section is provided as a brief background of disaster mental health. More detailed information on effective program planning is available from CMHS. The following outlines four basic concepts in disasters and their response: 1) Phases of Disaster; 2) Risk Factors and the Population Exposure Model; 3) Reach of CCP Services; and 4) CCP Typical Timeline. These concepts should be considered through the development of the Needs Assessment, Plan of Services and Budget components of the ISP application.

Psychosocial Phases of Disaster

While each disaster is unique, there are six common psychosocial phases of a disaster, as noted below.

Pre-disaster phase:

- Warning signs and threats prior to disaster may cause emotional levels to dip due to guilt or self-blame for failure to heed warning signs.
- When a disaster occurs with no warning, emotional responses include feelings of vulnerability and lack of security, fears about future unpredictable tragedies and a sense of loss of control over one's ability to protect one's self and loved ones.

Impact phase:

- Individual and community emotional levels rise, ranging from shock to panic.
- Initial feelings of confusion and disbelief are followed by a focus on self-preservation and family protection.

Heroic phase:

- Response activities are adrenaline-induced and tend to have high activity with low productivity.
- Risk assessment may be impaired.

Honeymoon phase:

- Disaster assistance is readily available and the community begins to bond.
- This phase is characterized as optimistic, with a strong belief that everything will return to normal fairly quickly.
- As communities start taking inventory of the situation they come to realize the limits of disaster assistance. This usually begins later in the honeymoon phase and causes a decline in emotional levels, leading into the disillusionment phase.

Disillusionment phase:

- Physical exhaustion becomes evident and optimism turns into discouragement.
- The need for substance abuse services may increase as the reality of losses sets in and people attempt to self-medicate distress with alcohol or drugs.

- **Block 17 (Is the applicant delinquent on any Federal debt?):** The State must answer this question in consultation with its fiscal management offices.
- **Block 18 (Signature Block):** The signature block must be completed by the GAR. No one else may sign for the Governor. A SF 424 signed by the SMHA Director or another employee of the SMHA will be returned by FEMA and may delay processing of the application.

whether some equipment may be available from State warehouses or donated by local businesses.

Consultant Costs/Training- All consultant and trainer costs must be itemized and categorized as contractual or direct State costs. Compensation must be in compliance with FEMA policy as described in the *Immediate Services Allowable and Appropriate Costs* matrix in the CCP Fiscal Guidance. Within the budget table provide a detailed list of consultants and trainers. Show the daily rate and the number of days for each person. Describe the type of service the consultant/trainer will provide in the written narrative. List travel costs separately in the table and provide a cost breakdown within the written narrative.

Media/Public Information Efforts- Expenses for pamphlets, flyers, and handouts must be documented within the budget table. Media expenses for recruitment should also be listed. For print ads and broadcast time regarding the availability of Crisis Counseling Services, FEMA advises that programs seek donations as a public service for space and airtime announcements. In-kind donations must be included in the written narrative, if in-kind donations are not available, provide a detailed written explanation for additional media needs related to the Plan of Services.

Other Costs- All other costs must be listed within the budget table for both the State and the service providers. Provide additional written justification for these costs as appropriate. All other costs must be directly supported within the Plan of Services.

Part I: Geographic Areas and Initial Needs Assessment

Purpose: The CCP regulations list six required elements of the ISP application. The first two elements are:

1. An estimate of the number of disaster survivors who could benefit from CCP services; and
2. The geographical areas in the designated disaster area for which both primary and secondary services will be provided.

To simplify the application process these elements have been combined into Part One of the application. Consequently, the application includes a total of five parts in contrast to the six required elements of the regulations.

The first element, the Needs Assessment Formula, requires that the State assess the crisis counseling needs and determine how many disaster survivors could benefit from services. The second element, the Estimated Immediate Services Program Targets table, requires that the State determine the number of individuals who will be targeted for primary services (individual or group counseling) and secondary services (media, materials distribution, community networking) under the ISP. This information is represented by designated geographical area. In addition, because special circumstances and crisis counseling needs may not be captured through the Needs Assessment Formula, the application provides space for anecdotal description of crisis counseling needs and special circumstances surrounding the disaster. Applicants are strongly encouraged to provide narrative description of needs.

The Needs Assessment provides the foundation for all grant program activities under the CCP. Because the timeframe for developing an ISP application is very limited, applicants must rely on the best available information available during the initial aftermath of the disaster.¹ The most reliable data on disaster damage generally will come from the FEMA Preliminary Damage Assessment, which can be provided by the FEMA Human Services Officer responsible for the disaster response. Other important sources of information on crisis counseling needs may include the State Emergency Management Agency (SEMA), voluntary agencies such as the American Red Cross, and media sources. In addition, any crisis counselors and other human service workers deployed by the SMHA or other public agencies in the immediate aftermath of a disaster may provide information on crisis counseling needs not revealed through the PDA.

Where to find Part I: Part I begins on Page 3 of the application.

¹ If the State intends to apply for an RSP, it is important to note the RSP application will require a much more detailed needs assessment. It is recommended the State Disaster Mental Health Coordinator review the needs assessment information in the RSP application as soon as possible.

The line item budget narrative (pages 18-19 of the ISP application) justifies program expenditures. There are two parts of the line item budget narrative. The first part is a table detailing costs and the second part is a brief written justification. The budget narrative is used by CMHS and FEMA to assure all costs are allowable and appropriate. In developing a budget narrative, States should provide basic information to convey the rationale for budget figures. As a supplemental program, FEMA does not fund a line item category for indirect costs. Indirect costs are commonly an in-kind contribution to the program. All projected costs for the program must be carefully documented and explained. The budget tables provided in the application specify which object class codes on the SF 424a apply to the SMHA budget and which apply to the service provider budgets.

Budget Categories:

Personnel Costs- All salaries and wages must be described in detail. Within the budget table, provide an itemized list of position titles from Part IV Section B of the application, the number of FTEs in each position, the number of hours per week, the number of program weeks, and the hourly rate. Show a subtotal of salaries and wages to be used in calculating fringe benefits. Give the rate of fringe and the total personnel costs. Provide additional written confirmation that the salaries and fringe are based on comparable positions in the local area. The State should describe the comparable positions. If the positions are not comparable, the State must describe why salaries/fringe benefits differ from comparable positions. For example, some States do not provide fringe benefits to temporary hires. Thus, ISP staff may be hired at a slightly higher rate to compensate for not receiving fringe benefits.

Travel- All travel costs must be itemized. Within the budget table provide a detailed list of travel expenses; include the number of estimated miles per week, the number of weeks and the established State mileage rate. Provide additional details on airfare costs, lodging and per diem rates as necessary. Do not include consultant or trainer travel costs in this category. Provide additional written documentation for any additional or non-traditional travel expenses.

Equipment- All equipment costs must be specified. Within the budget table provide a list of individual equipment purchases over \$5,000.00. Do not include any expenses under \$5,000.00 (such as cell phones, pagers, or computers) as they must be itemized in the supplies line. Provide written justification of equipment costs within the narrative and relate these costs to the Plan of Services.

Supplies- Office supplies do not have to be listed as specific item types (i.e., pens, pencils, paper). Any supply item that is not normally stocked in a typical business office (i.e., cell phones, computers, pagers) should be listed within the budget table. Each piece of equipment under \$5,000.00 to be purchased must be listed. Within the narrative, provide written detail on equipment or supplies that will be offered by the agency for use in-kind (e.g., computers, mobile phones, pagers, fax, copier) and

Instruction: Part I of the application is divided into three sections: A) Needs Assessment Formula, B) Estimated Immediate Services Program Targets, and C) Description of Crisis Counseling Needs and Special Circumstances. Instructions for completing each section are provided separately below.

A. Needs Assessment Formula

The Needs Assessment Formula was developed through extensive consultation with SMHAs experienced with the CCP. It provides a simple methodology for estimating potential crisis counseling needs based on the number of deaths, injuries, damaged or destroyed homes, job loss, and other disaster losses documented in the community. This formula serves as the foundation of the ISP application and can help identify program targets.

How to complete the Needs Assessment Formula:

FEMA and the SEMA conduct a PDA following the disaster. The information is updated as new information is collected. The State Disaster Mental Health Coordinator should contact FEMA and/or SEMA and ask for copies of the PDA. The most current data available the day the formula is completed should be used. Damage assessments can change rapidly. If possible, the State should obtain PDA data that correspond to the service areas. In some cases, it may be necessary to combine PDA data from one or more counties to obtain complete PDA data for the service region identified by the State for the ISP.

The Needs Assessment Formula is provided in a table format on page 3 of the ISP application and can be modified electronically. The left hand column of the table entitled "Loss Categories" identifies major types of loss that may result in crisis counseling needs. These are listed in the table as follows:

Loss Categories
Dead
Hospitalized
Non-Hospitalized Injured
Homes Destroyed
Homes with Major damage
Homes with Minor Damage
Disaster Unemployed
Other 1 (specify)
Other 2 (specify)

Part V: Budget

Purpose: The final element of the ISP application required by the CCP regulation is the budget. CCP regulations require “a detailed budget, showing the cost of proposed services separately from the cost of reimbursement for any eligible services provided prior to application.” It is important to note the regulation states that the budget for proposed services must be separated from reimbursement costs and that the budget must be detailed.

Where to find Part V: Part V begins on page 14 of the application.

Instruction: The regulatory requirement for the budget is met by completing three types of budget tables:

1. An overall summary of costs;
2. Individual budgets for the SMHA and each service provider that separate reimbursement from projected costs; and
3. A line item narrative justification of costs.

Note: Before completing any of the three budget forms, it is strongly recommended that applicants review the CMHS Program Guidance entitled Fiscal Guidelines for the Crisis Counseling Assistance and Training Program (CCP-PG-06). This guidance is included in the application package and is available on the CMHS website.

1. Immediate Services Overall Summary of Costs

On page 15 of the ISP application, there is a summary table of all of the worksheets submitted by the SMHA and the local providers. The interim and project costs are combined in one document. The object classes in this table correspond with the budget categories required on the SF 424a. In the actual application submission, it is recommended that this overall summary of costs be provided before the individual agency budgets.

2. Individual Budgets for Service Providers and the SMHA

On pages 16 and 17 of the ISP application there are budget tables for the SMHA and each service provider. The tables separate reimbursement costs from the proposed program budget. As noted at the bottom of these tables, the designated object classes correspond with the budget categories required on the SF 424a.

3. Line Item Budget Narrative

Loss categories generally correspond to categories of data collected by FEMA and the SEMA in the PDA. Data on the “Disaster Unemployed” category may be available from FEMA and may change significantly during the ISP period.

There are 2 rows available to insert other groups impacted by the disaster that may benefit from crisis counseling services. Such groups might include public safety workers or short and long term displaced individuals. Categories based on broad demographic characteristics, such as the disabled or children/adolescents, should not be included. Estimates in the “Other” categories should not duplicate estimates in previous loss categories. The State must identify an at-risk multiplier for each additional loss category specified. The at-risk multiplier should correlate with each additional group’s exposure level. The Average Number of persons per Household (ANH) multiplier should not be used for these additional loss categories.

The second column of the table, entitled “Number of People” should be completed using data from the PDA. If FEMA PDA data have not been collected in this disaster, the State must identify alternate sources of data. These may include data from the American Red Cross or data from the SEMA. The State must clearly indicate the source of the data used in this column.

When utilizing FEMA registration numbers or data collected from a source other than the FEMA PDA, efforts must be made to avoid duplicate counting of individuals by subtracting out individuals who were captured in other loss categories, such as “Homes Destroyed”.

The second column of the table below has been completed with sample data:

Loss Categories	Number of People
Dead	25
Hospitalized	250
Non-Hospitalized Injured	15
Homes Destroyed	1000
Homes with Major Damage	3000
Homes with Minor Damage	5000
Disaster Unemployed	200
Other 1 (public safety workers)	73

The applicant must include the names, contact information, and resumes for these individuals in the application. If the applicant is unable to identify an appropriate trainer, a referral from the SAMHSA Disaster Technical Assistance Center (DTAC) can be requested.

2. Training Content

CMHS has developed a Core Content Training which is expected to be delivered to crisis counselors within the first few weeks of the ISP. The State can also elect to conduct the ISP Start-up Training, a brief training done immediately following the disaster. The State may also choose to conduct additional trainings containing information beyond that which is included in the Core Content or ISP Start-up Trainings. If the State chooses to have additional trainings, it must include the training outline(s) at the end of the application.

3. Dates and Locations of Training

The third section requests dates and locations of training. If possible, applicants should identify the specific dates and locations of ISP training. If training dates or locations have not been finalized, projected dates and locations of training should be identified.

The "Totals" of individuals who could benefit from crisis counseling services are determined by a two-step formula. First, each loss category, with the exception of the added 'Other' categories, are multiplied by the ANH in the impacted area. The ANH is available from the Census Bureau. If the State is unable to determine the ANH for the identified service area, the national average figure of 2.5 can be used. Because individuals outside the household are often impacted by a death, the "Dead" loss category is multiplied by four times the ANH.

The product of the Number of People multiplied by the ANH for each loss category is then multiplied by an At-Risk Multiplier. These numbers are constant and were determined based on each loss category's exposure level. The State must determine the at-risk multiplier for each additional "Other" category based on that group's exposure level.

The numbers are multiplied across each row to the Total column on the right side. This column is then added to arrive at the total number of individuals who may benefit from crisis counseling services. All decimals should be rounded up to the next whole number.

Below is an example of a completed form:

Example:

Loss Categories	Number of People	ANH Multiplier (2.5)	At-Risk Multiplier	Total
Dead	25	250 (4*2.5=10)	100%	250
Hospitalized	250	625	100%	625
Non-hospitalized Injured	10	25	50%	13
Homes Destroyed	1000	2500	100%	2500
Homes with Major Damage	3000	7500	20%	1500
Homes with Minor Damage	5000	12500	10%	1250
Disaster Unemployed	200	500	10%	50
Other 1 (public safety workers)	73		100%	73
Total				6261

crisis counseling and the CCP. The media is often a partner in providing information through PSAs, newspaper articles and advertisements.

Referrals are a key component of the CCP. In most disasters, the majority of survivors have needs that can be met by short-term, relatively informal services. However, some disaster survivors may need longer-term, more formal mental health services that are beyond the scope of the CCP. Survivors requiring longer-term, more formal mental health treatment should be referred to an appropriate agency or licensed mental health professional. Some disaster recovery needs may be more physical, structural or economical in nature and addressing these issues is outside the scope of the CCP. In these instances, CCP staff play a key role in referring survivors to specific disaster services available through FEMA Teleregistration, the State, and voluntary agencies such as the American Red Cross, the Salvation Army, Interfaith Disaster Recovery Services or Unmet Need Committees.

As indicated above, the State may include modified descriptions of these types of services in the brief ISP plan. If the State will be offering services other than described above, provide a description of the services.

The Plan of Services should also describe how staff will be deployed to provide the types of services described above. The plan should outline strategies for targeting individuals identified as in need of services, including special population groups identified in the Needs Assessment. The plan should also briefly outline any quality control methods in place to assure that appropriate services to disaster survivors and staff support mechanisms are available. While a basic plan of immediate services can be created by the State prior to a disaster, it must be adapted to ensure that services are organized and delivered appropriately for each disaster.

F. Program Management and Quality Assurance

In this section the applicant must outline how the ISP will be managed at the State level. Specifically, administrative needs, fiscal accountability, and quality assurance must be addressed. The fiscal management plan should include financial documentation procedures and outline all planned fiscal site visits. Quality assurance includes quality of services provided and quality of data collection.

G. Training

A description of training plans is requested on Page 13 of the application. It is divided into the following two sections: 1) Selection of Trainers; 2) Training Content; and 3) Dates of and Locations of Training. Applicants should respond using the “check boxes” and narrative spaces provided in each section.

1. Selection of Trainers

If the applicant is able to identify trainer(s) experienced in the CCP model, these individual(s) can be proposed to provide the necessary ISP training.

In this example the total estimated number of people who could benefit from crisis counseling services within the identified service area is 6261. This number forms the basis for developing your program targets in Section B (below). If you have questions about completing this formula, contact your CMHS Project Officer.

B. Estimated Immediate Services Program Targets

In Section B of Part I, the applicant is asked to develop appropriate and reasonable targets for providing primary and secondary services to individuals impacted by the disaster. These targets are based on the total number of individuals who could benefit from services in the Needs Assessment Formula.

When determining the primary service targets, the State should keep in mind the following factors: type and scope of disaster, existing services available, geography, population, and operational realities such as the capacity to hire, train, and manage high quality outreach services for a short-term (60 day) program. For example, it may be more challenging to reach rural populations where crisis counselors travel long distances to reach survivors. The scope of the disaster can significantly affect the number of people who can be directly served. Retrospective information suggests that typical programs (2,500 people who could benefit from services) may reach between 60 to 80 percent of people with primary services. Larger programs might expect to directly reach a substantially smaller percentage due to the operational challenges of providing face-to-face services to large populations in a short timeframe.

The applicant must also estimate the number of individuals who may be served through secondary services, such as media/public service announcements, written materials, community networking, or community education about the CCP.

Primary Services:
individual or group services, including counseling sessions, educational presentations, or referrals; preferably provided in person, but can be conducted via telephone

Secondary Services:
media/public service announcements, materials distribution, community networking, and community education of the CCP

How to complete the Estimated Immediate Services Program Targets table:

In the first column of this table the applicant must list the designated areas included in the Presidential disaster declaration that will be served under the ISP. For each designated area the application must list the number of people who would benefit from crisis counseling services in the second column. In the last two columns the applicant must estimate the number of individuals who will be served either via primary or secondary services. The applicant must also provide a narrative describing how these estimates were determined. Please note that the primary service targets are very important as they will be used to assess the scope of services and staffing needs. In addition, this target will be used in quarterly reports to assess actual service delivery.

The basic services provided through the CCP include individual crisis counseling, group crisis counseling, public education, information and referral services. During the first 14 days after a Presidential disaster declaration, the overall plan of services is likely to focus primarily on basic counseling services through outreach. Therefore service plans may be relatively general during the immediate services phase. However, the plan of services should address issues identified in the Needs Assessment, such as special population needs. If the State has identified service needs that are likely to result in a Regular Services Program (RSP) application, the plan of services here will form the foundation for a longer-term response.

Examples of the types of services that may be provided in the CCP are provided below. In developing an ISP application, a State may “cut and paste” all or portions of these descriptions and modify to show how these types of services will be implemented within the disaster. It is strongly recommended that the State Disaster Mental Health Coordinator review all materials with local service providers and modify descriptions of services to specifically address the types of services that will be implemented in the disaster response.

Examples of Types of Services in a CCP

The following descriptions characterize services most frequently funded by the CCP. Portions of these descriptions may be “cut, pasted, and modified” to address specific disaster plans in the State.

BCut, Paste, and Modify

Individual Crisis Counseling Services assist disaster survivors in understanding their current situation and reactions, reviewing their options, addressing their emotional support and linking with other individuals and agencies who may assist them. During individual services, crisis counselors are active listeners who provide emotional support.

Group Crisis Counseling Services involve providing/facilitating support groups, meeting with citizens, working in classrooms with affected students, working with affected teachers and administrators after school, discussing disaster-related issues with families, assisting people in understanding their current situation and reactions, reviewing their options, addressing their emotional support and linking with other individuals and agencies who may provide assistance. Groups may be facilitated by a mental health professional, a paraprofessional, or the group members themselves.

Education Services include the distribution or presentation of information on the program or crisis counseling-related topics. Primary education services are defined as group education. The key difference between group education services and group crisis counseling services is that program staff present information to groups rather than facilitate the sharing of experiences between members of the group. Secondary education services include distribution of brochures, flyers posted in public areas, mailings and education of human service personnel, such as the clergy or teachers, on

C. Description of Crisis Counseling Needs and Special Circumstances

In Section C of Part I the State should provide a narrative of crisis counseling needs and/or special circumstances that are numerically represented in the Needs Assessment Formula and the Estimated Immediate Services Program Targets table. For many disasters the tables provide reasonably accurate estimates of needs and sufficient information for planning an ISP. However, if the State determines that the worksheets underestimate the need, additional methods of needs assessment may be used to document a more accurate estimate.

Disaster damage information is not always available within 14 days following a declaration. In areas that have been evacuated and/or are inaccessible, the Federal, State and local emergency managers may not be able to do a damage assessment until after the application due date. If no disaster damage data is available, the State must provide a narrative description of the disaster crisis counseling needs. In such cases, it is recommended that the State Disaster Mental Health Coordinator contact the FEMA Individual Assistance Officer and the CMHS Project Officer before the application deadline to discuss alternate methods of documenting needs. The crisis counseling needs of people evacuated and sheltered, as well as all other disaster survivors, should be described in narrative form.

Examples of Special Circumstances

Examples of special circumstances that might be described in this section include the following:

- Large numbers of community residents undergoing a dangerous or traumatic evacuation (e.g., older adults evacuated from a senior nursing home); and
- Large numbers of residents directly exposed to a traumatic event (e.g., school children in a building directly impacted by a tornado).

Special Population Needs

To complete an ISP application States are required to conduct a comprehensive assessment of need, including a detailed assessment of the needs of special population groups that may be especially vulnerable to disaster effects, or who may have unique needs. Special populations include children, older adults, ethnic and cultural groups, or rural populations. During the initial needs assessment process conducted in the immediate aftermath of the disaster it may not be possible to obtain detailed information on all populations impacted. Therefore, applicants for ISP grants are not expected to submit detailed demographic information on the impacted population. However, applicants should provide any available information regarding special population needs that may impact the design and implementation of the ISP. Information on special population needs may be obtained from key informant interviews with community leaders, administrators, and service providers who have been active in the disaster response.

BCut, Paste, and Modify

State CCP Manager: Lead coordinator for the crisis counseling response at the State level and main point-of-contact for FEMA/CMHS. Responsible for oversight of staffing, training, reporting, fiscal monitoring, and working with other disaster service agencies. *(Often with smaller CCPs, the CCP Manager may also be the State Disaster Mental Health Coordinator. The State Disaster Mental Health Coordinator is the individual identified by the SMHA as responsible for State disaster mental health preparedness and response).*

Team Leader: Leads a team of crisis counselors. Generally is an experienced disaster mental health worker or mental health professional. Team leaders often are responsible for supervision of para-professional crisis counselors. May also assist in the assessment of people who require traditional mental health or substance abuse treatment.

Crisis Counselor: Provides outreach, basic support, individual and group crisis counseling, public education, and referral. Works with individuals, families, and groups. The terms crisis counselor and outreach worker are synonymous. In some cases, individuals who are indigenous to a specific community (e.g., mental health consumers, first responders) impacted by the disaster may be hired and trained as crisis counselors. These individuals, sometimes called peer counselors, work exclusively within their specific community and may receive training in addition to the crisis counseling training to meet the needs of this community.

Administrative Assistant/Data Entry Clerk: Provides administrative support to the CCP and/or enters evaluation data. *(Smaller programs may have one individual who is responsible for both of these tasks. Larger programs may find it necessary to separate these positions.)*

Fiscal Coordinator: Tracks and monitors funds and reviews program budget modifications. *(Smaller programs may merge this position with the Administrative Assistant and/or the Date Entry Clerk positions.)*

Trainer/Consultant: Hired by the CCP to conduct training of program staff or provide consultation to program leadership.

Evaluation Coordinator: Implements and oversees the CCP's evaluation plan, including collection and analysis of data. Has supervisory responsibilities over data entry clerk(s).

E. Brief Plan of Services

Examples of Special Population Needs

Examples of special population needs that should be described in Section C include the following:

- Cultural issues in the impacted community that may present special needs (e.g., language issues that may necessitate bilingual outreach workers and bilingual educational materials); and
- Characteristics of the impacted area that may influence the delivery of services (e.g., largely rural and isolated populations impacted by the disaster requiring more complex outreach).

In this section of the ISP application, applicants should report numbers in terms of full-time staff equivalents (FTE). For example, if one full-time and one half-time staff will be hired, report that 1.5 FTE will be hired. In-kind staff should also be included in the staffing plan and it should be noted that they are providing services on an in-kind basis.

C. Organizational Structure

As noted on Page 11 of the ISP application, an organizational chart for the program is required. The applicant must include the program management structure and fiscal, administrative, data entry, and all staff support positions at the State and service provider levels. In addition, applicants with complex organizational structures should provide a brief description of the organizational and supervisory plan for the program.

D. Job Descriptions

Job titles and descriptions are provided here as guidance for the State and may be revised or replaced. The State may elect any of three following options:

1. Accept the descriptions provided in this section, “cut and paste” this information into the application and customize to meet State needs;
2. Submit different job descriptions for approval by FEMA as part of the application; or
3. If the State is not currently responding to a Presidentially declared disaster, descriptions may be submitted through the SEMA Director for the Regional Director’s pre-approval.

If a State elects to “cut, paste, and modify” job descriptions from this format, a statement must be included in the application indicating that these descriptions are applicable within the State system and appropriate personnel categories have been identified for each service provider. Because job descriptions are important for effective program management, FEMA and CMHS strongly recommend that these job descriptions be customized to address the service system within the State. More detailed descriptions of roles and responsibilities in the CCP are available in the CMHS Program Guidance entitled Staff Roles and Services within Crisis Counseling Programs, available online at http://www.mentalhealth.samhsa.gov/cmhs/EmergencyServices/ccp_pg03.asp . In addition, the State Disaster Mental Health Coordinator can consult with the State Disaster Mental Health Coordinator in reviewing job descriptions.

Sample Job Descriptions

The following are sample job descriptions which may be inserted into Page 11 of the application and modified to address specific State needs. States may elect to add or delete responsibilities as appropriate or replace these job descriptions with their own.

Part II: State and Local Resources and Capabilities

Purpose: The CCP regulations require that the ISP application provide “a description of the State and local resources and capabilities, and an explanation of why these resources cannot meet the need.” The Federal government is required to verify that the needs are beyond State and local resources and capabilities before Federal funds may be awarded.

Where to find Part II: Part II is located on Page 6 of the application.

Instruction: State Disaster Mental Health Coordinators should briefly describe the State and local mental health system. Applicants should describe whether the SMHA operates based on a county or regional system, or whether services are directly delivered by the SMHA. Other issues that may be addressed include the following:

- What role does managed care play?
- Who are the clients served by the SMHA and local providers?

Briefly explain why these resources cannot meet the needs of disaster survivors. Does the SMHA set aside funds for disaster programs? Are crisis counseling services beyond the SMHA’s and local providers’ normal scope of services?

Part II may be completed prior to a disaster occurrence. If a FEMA Regional Director elects to pre-approve this portion of the application, he or she may request annual or more frequent updates on the State and local resources and capabilities and why they are insufficient to respond to meet disaster crisis counseling needs.

service areas and estimates should correspond with the service areas and estimates identified in the Estimated Immediate Services Program Targets table in Part I of the application. In some instances, more than one service provider may be identified for a service area. For example, one service provider may have credibility with a particular cultural group or community and may provide targeted outreach. In instances where more than one service provider is identified for a service area, the roles, target populations, and coordination mechanisms for each service provider should be clearly identified and described in Section E. Brief Plan of Services.

For each service provider, if a Project Manager has been identified, his or her name should be provided in the right hand column, along with contact information. If the Project Manager has not been identified, this should be indicated.

B. Staffing Plan

The applicant is required to provide an outline of the staffing plan for the SMHA and the service providers. The number of staff required for the ISP is reported as follows:

1. Project Manager/Supervisory Staff- number of project managers/supervisors;
2. Team Leaders/ Crisis Counselors/Direct Services Staff- number of team leaders/crisis counselors/community liaisons; and
3. Fiscal/ Administrative/ Data Entry/ Support Staff- number of fiscal/administrative/ data entry and other support staff.

While staffing plans may vary significantly based on circumstances such as the scope and nature of a disaster and geographic and demographic features specific to a particular State or region, a staffing plan may utilize the following guidelines.

- Allow approximately one FTE Crisis Counselor for every 300 disaster survivors who would potentially benefit from direct primary crisis counseling services, taken from the Estimated Immediate Services Program Targets table in Part I Section B of the application.
- Allow one Team Leader per 6 to 8 Crisis Counselors.
- Administrative staff should constitute no more than 10-15% of the program's total staffing plan.

In addition to staffing the program to fulfill the primary service needs, staff should be allocated to develop and implement secondary services.

Tables have been provided on Page 9 of the ISP application to detail staffing information. The State may elect to use this format or may modify based on personnel titles or categories used in the State.

The staffing plan must correspond with personnel expenses identified later in the application in the program budget.

Part III: Response Activities from Date of Disaster Incident

Purpose: The fourth required element of the ISP application in the regulations is “description of response activities from the date of the disaster incident to the date of the application.” The response information reported in Part III of the application is used by FEMA and CMHS to verify that reimbursement costs from the date of incident to the date of the application are reasonable and appropriate.

Where to find Part III: Part III is on Page 7 of the application.

Instruction: In order to be reimbursed for costs incurred from date of incident to date of the application, the State must document and describe the crisis counseling services have been provided and justify the costs. Expenses incurred in providing these services must be documented in the budget section at the end of the application. CMHS recommends that local service providers play an active role in completing this section of the application. This is an opportunity to demonstrate to FEMA and CMHS that local service providers are offering crisis counseling services in compliance with the scope and limits of the ISP.

In the best case scenario, the crisis counseling staff have documented services offered from date of incident. If this is the case, Part III will be easy to complete. Describe the types of services provided and the number of recipients. Displaying numbers in a table is helpful. If there were delays in providing services following the disaster incident and few or no crisis counseling services can be reported, explain what caused the delay and measures taken to assure ISP will be implemented.

Unless there are unusual situations related to crisis counseling services the State wants to convey to FEMA and CMHS in detail, this section should be no more than one page. The description in the section should be limited to crisis counseling services provided during this interim period by service providers.

Part IV: Plan of Services

Purpose: The fifth required element of the ISP application in the CCP regulations is “a plan of services be provided to meet the identified needs.”

Where to find Part IV: Part IV begins on Page 8 of the application. Part IV is the longest section and is broken down as follows:

- A. Service Providers (page 8)
- B. Staffing Plan (page 9)
- C. Organizational Structure (page 11)
- D. Job Descriptions (page 11)
- E. Brief Plan of Services (page 12)
- F. Program Management and Quality Assurance Plan (page 12)
- G. Training (page 13)

Instruction for Plan of Services:

A. Service Providers

This section describes service providers and is located on Page 8 of the application. The State must provide the Federal government with information on the agencies or organizations that will provide crisis counseling services under the ISP. The State will also identify the designated geographic area(s) and the estimated number of people to be served for each service provider. The designated areas and estimates of individuals to be served must match the information on service areas provided in the Estimated Immediate Services Program Targets table in Part I of the ISP application.

Most commonly, service providers in the CCP are community mental health agencies with which the SMHA has a pre-existing organizational relationship. However, because the fiscal, administrative, data, and program procedures of the CCP are substantially different from other State mental health programs, specialized training and planning is crucial to ensure an effective ISP response. It is strongly recommended that potential service providers in each community be identified prior to a disaster and provided with training in the requirements and procedures of the ISP. If qualified potential service providers have not been selected and trained prior to a disaster, the State Disaster Mental Health Coordinator will have to work closely with each service provider to familiarize them with the procedures and requirements of the program. The FEMA Individual Assistance Officer and a CMHS Project Officer are available to provide technical assistance to the State Disaster Mental Health Coordinator.

In the ISP application, service provider information should be entered in the table provided. Applicants may add or delete rows from the table as necessary. The names, addresses, and contact information for the director of each service provider should be provided in the left hand column. The service area and estimated number of people to be served for each service provider should be provided in the center columns. These