

**EMERGENCY  
PREPAREDNESS  
INITIATIVE**  
[www.nod.org/emergency](http://www.nod.org/emergency)

**EMERGENCY MANAGEMENT 101  
FOR DISABILITY ADVOCATES AND SERVICE PROVIDERS**

JANUARY 23, 2006

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Betsy Berry, EPI Program Assistant

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### Course Purpose

- To provide the people who are responsible for emergency planning or care of special needs groups with the skills and knowledge they will need to prepare for, respond to, recover from, and mitigate against emergency situations.

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### Course Objectives

- Define special needs populations at the local level.
- Identify appropriate resources to assist in planning for special needs populations.
- Identify capabilities and limitations of the special needs network.
- Define key terms related to special needs planning.

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## Course Objectives

- Describe the special needs considerations in all phases of comprehensive emergency management.
- Identify the relationship between special needs planning and the community Emergency Operations Plan.
- Identify components of National Response Plan
- Identify basic components of a special needs plan.

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## Acronym Soup?!

FEMA	PFO	ROC	JFO
JIC	JOC	EOC	ICS/UC
CONOPS	FRP	NRP	ESF
EOP	CEMP	SOP	SITREP
ARC	DRC	DAE	CERT
VOAD	FF	LEO	EMT
UASR	MRE	SNS	NAWAS

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## Special Needs Populations

- Individuals in the community with physical, mental, or medical care needs who may require assistance before, during, and/or after a disaster or emergency after exhausting their usual resources and support network.

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## Special Needs Populations

- People with:
  - Sensory disabilities.
  - Mobility disabilities.
  - Mental disabilities.
  - Other medical conditions.

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## Special Needs Populations

- Senior citizens, who may have:
  - Sensory impairment.
  - Mobility impairment.
  - Hyper/hypothermia vulnerability.
  - Memory disorders.
  - Transfer trauma.
  - Language and cultural barriers.

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## Part 2: The Emergency Management Process

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**All-Hazards/Vulnerabilities**

**Natural**

- Hurricane/Tropical Storm
- Sinkholes
- Tornado
- Flooding
- Drought
- Forest/Wildfires
- Disease Outbreak
- Waterway Disruption

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**All-Hazards/Vulnerabilities**

**Technological**

- Nuclear Power Plant Accidents
- Hazardous materials Spills (Facility, Coastal, Roadways)
- Significant power failure
- Aircraft Accident
- Bridge collapse
- Structure Fires
- Levee Failure

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**All-Hazards/Vulnerabilities**

**Man Made**

- Bomb Threats
- Terrorism
- Civil Disturbance
- Significant School Violence (e.g. shootings, stabbings, hostage situations)

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## Emergency Management

- Emergency Management is:
  - "The organized analysis, planning, decision-making, and assignment of all available resources to mitigate, prepare for, respond to, and recover from the effects of all hazards."

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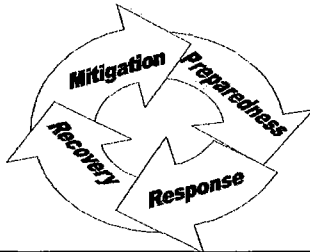
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## Phases of Emergency Management



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## Mitigation Activities

- Occur before the emergency or disaster.
- Eliminate or reduce the probability of occurrence.
- Include actions to postpone, dissipate, or lessen the effects of the disaster.

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### Preparedness Activities

- Include planning, training, and exercising.
- Minimize disaster damage.
- Enhance disaster response operations.
- Prepare organizations and individuals to respond.

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### Response Activities

- Provide emergency assistance.
- Reduce the possibility of additional injuries or damage.

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### Recovery Activities

- Meet the disaster-related needs of disaster victims, including special needs populations.
- Return systems and people to normal, if possible.
- Are both short term and long term.

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## Part 3: Hazard Mitigation Issues

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### Hazard Mitigation

Hazard Mitigation is:

- "Any sustained action taken to reduce or eliminate long-term risk to people and properties from natural and other hazards and their effects."

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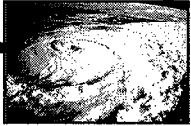
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### Hazard Analysis

... identifying all of the hazards that potentially threaten a community and analyzing them in the context of the community to determine the degree of threat that is posed by each.



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## Hazard Mitigation Examples

- For individuals:
  - Move landscaping away from the home.
  - Buy flood insurance!
- For institution/facility:
  - Elevate the generator and move emergency back-up records out of the basement.
  - Buy flood insurance!
- For the community:
  - Work with special needs facilities in pre-planning and site selection to avoid future risks.

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## Part 4: Planning and Preparedness Issues

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## Emergency Preparedness

- Preparedness means knowing what you'll do if essential services break down.
- It involves:
  - Developing a plan for contingencies.
  - Communicating the plan.
  - Training people about the plan.
  - Practicing the plan.
  - Maintaining the plan.

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## Four Planning Premises

- Know your community.
- Know your emergency management structure.
- Take individual responsibility.
- Remember . . . It doesn't have to be a large disaster to cause a lot of trouble.

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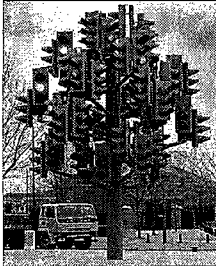
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Planning reminds us where we are going while at the same time telling us where we have been.



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## Why is Planning Important?

- Planning can:
  - Reduce loss of life.
  - Reduce property damages.
  - Ensure effective, efficient response.
  - Lay the groundwork for response.

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## National Response Plan (NRP)

- Formerly the Federal Response Plan (FRP)
- How-to for responding to emergencies and disasters
- A consistent, nationwide approach for Federal, State, Tribal, and local governments; the private sector; and Nongovernmental Organizations (NGOs) to work effectively and efficiently together to respond to, and recover from domestic incidents

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## National Response Plan

- All-discipline, all-hazards plan for domestic incident management
  - Prevention
  - Preparedness
  - Response
  - Recovery
- Single, comprehensive plan
- Provides coordination of Federal support to State, Tribal, and local incident managers

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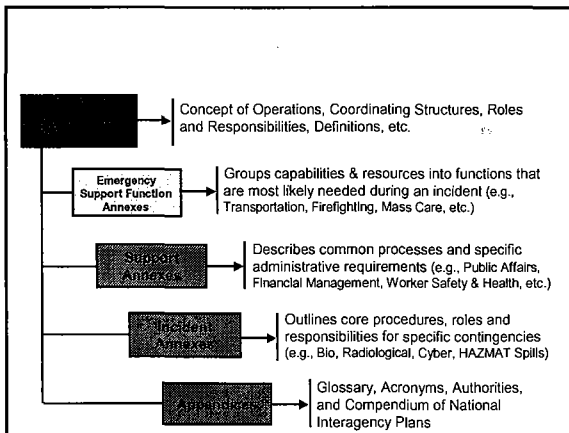
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### **NRP Basic Premise**

- Incidents are generally handled at the lowest jurisdictional level possible
- State and local resources and interstate mutual aid normally provide the first line of response and incident management response

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### **Emergency Support Function (ESF)**

- A grouping of government and certain private sector capabilities into an organizational structure to provide support, resources, and services
- Primary operational level mechanism to provide assistance to State, Tribal, and local governments of Federal Departments and agencies

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### **ESF cont.**

- Each ESF is described in the NRP Annexes
- Each ESF has a primary (or lead) agency identified
  - Authorities, resources, capabilities
- ESFs have support agencies that are assigned based on resources and capabilities in a functional area

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## ESF cont.

- ESFs are expected to support each other in carrying out their respective roles and responsibilities
- Not all ESFs are activated during an incident or event
- ESFs can be fully or partially activated

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## ESF 1 to 15

- |   |   |
|---|---|
| 1. Transportation                         | 9. Urban Search and Rescue                      |
| 2. Communications                         | 10. Oil and Hazardous Materials Response        |
| 3. Public Works and Engineering           | 11. Agriculture and Natural Resources           |
| 4. Firefighting                           | 12. Energy                                      |
| 5. Emergency Management                   | 13. Public Safety and Security                  |
| 6. Mass Care, Housing, and Human Services | 14. Long-Term Community Recovery and Mitigation |
| 7. Resource Support                       | 15. External Affairs                            |
| 8. Public Health and Medical Services     |   |

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## ESF #8 – Public Health and Medical Services

HHS leads and coordinates the overall health and medical response to national-level incidents

ESF #8 consists of personnel and assets from HHS, as well as personnel and assets from our Support Agencies:

- |                                   |  |
|-----------------------------------|--|
| • Department of Agriculture       | • Department of Transportation         |
| • Department of Defense           | • Department of Veterans Affairs       |
| • Department of State             | • Agency for International Development |
| • Department of Energy            | • Environmental Protection Agency      |
| • Department of Homeland Security | • General Services Administration      |
| • Department of the Interior      | • U.S. Postal Service                  |
| • Department of Justice           | • American Red Cross                   |
|                                   | • Department of Labor                  |

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## HHS Supports ESFs

- ESF #3 – Public Works and Engineering
- ESF #5 – Emergency Management
- ESF #6 – Mass Care, Housing, and Human Services
- ESF #9 – Urban Search and Rescue
- ESF #10 – Oil and Hazardous Material Response
- ESF #11 – Agriculture and Natural Resources
- ESF #14 – Long-term Community Recovery and Mitigation
- ESF #15 – External Affairs

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## Part 5: Response Issues

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## Response Activities

- Initial response is a local responsibility.
- Responders work to:
  - Protect lives.
  - Ensure public welfare and security.

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## Emergency Response

- Special Needs issues are impacted at every level of the disaster response: local, State, and Federal.
- Access to some resources may be limited while access to others may be easier.
- Special Needs Planners should be familiar with typical events at each stage and prepare accordingly.

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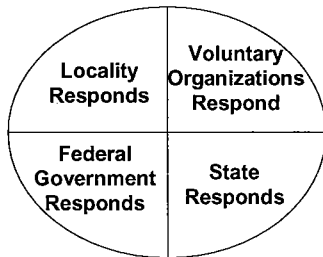
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## Responding to a Disaster



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## Local Emergency Management Response

- Provides initial response to disasters.
- Develops a local emergency plan.
- Coordinates with other local agencies and voluntary organizations.
- Coordinates response activities with local or regional planning committees and the State.

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## Voluntary Organizations Response

- Responds with the local government to the initial event.
- Consists of many organizations.
- Provides initial shelter and food.
- Assists individuals and families with short- and long-term recovery.

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## State Emergency Management Response

- Supplements local response.
- Develops State emergency plan.
- Coordinates with other local, State, and voluntary agencies.
- Assesses damage.
- Recommends Governor's request for Federal declaration.

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## Response Action Steps

- Expect to be surprised.
- Assess the situation and choose the appropriate response.
- Respond within seconds.
- Notify appropriate emergency responders.
- Evacuate as early as possible.

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## Response Action Steps

- Triage injuries and provide emergency first aid to those who need it.
- Communicate accurate and appropriate information.
- Allow for flexibility in implementing the crisis plan.
- Documentation for Recovery Reimbursement!

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## Role of the Federal Government

- The Federal Government . . .
  - Becomes involved at the request of the State.
  - Supplements the available resources of State, local, and voluntary organizations.
- FEMA is the Federal agency that manages the Disaster Relief Program.
- Assistance under Stafford Act.

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## Presidential Disaster Declaration

- FEMA:
  - Establishes a Disaster Field Office.
  - Assigns a Federal Coordinating Officer to work with a State Coordinating Officer and to manage the disaster response and recovery.
  - Establishes necessary subfunctions such as: mass care, health/medical support, food, and communications, etc.

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## NIMS

- National Incident Management System – facilitating information about the event
- A consistent, nationwide approach for Federal, State, Tribal, and local governments; the private sector; and Nongovernmental Organizations (NGOs) to work effectively and efficiently together to respond to, and recover from domestic incidents

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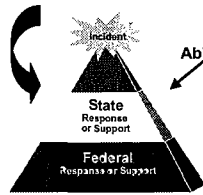
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## Relationship: NRP and NIMS

### NIMS

- Aligns command, control, organization structure, terminology, communication protocols, and resources/resource-typing
- Used for all incidents

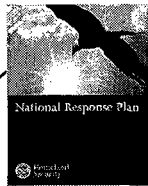


Resources

Knowledge

Abilities

NRP



- Integrates and applies Federal resources, knowledge, and abilities before, during, and after incidents
- Activated for Incidents of National Significance

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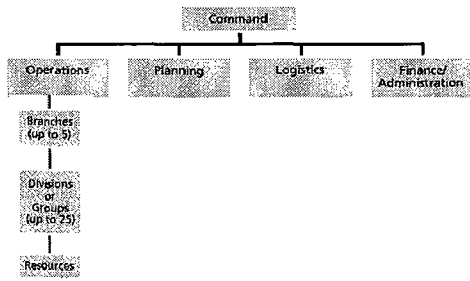
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## Incident Command System/NIMS



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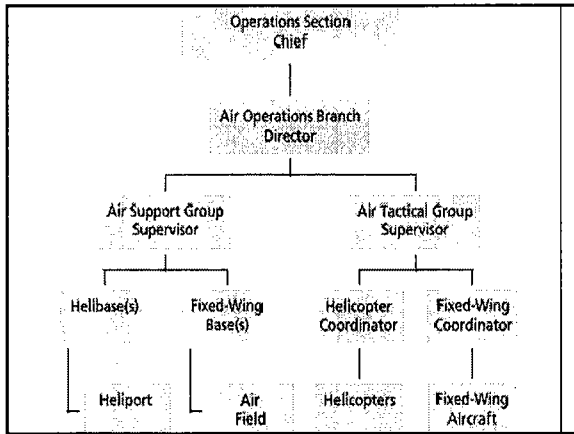
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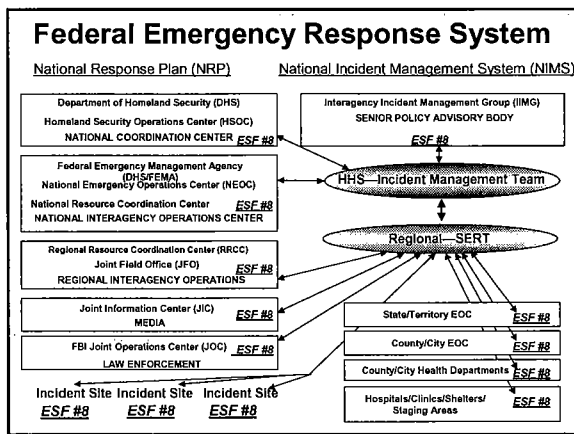
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# Part 6: Recovery Issues

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## Recovery Activities

- Return systems and people to normal, if possible.
- Are both short term and long term.

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## Recovery – Short Term

- Extension of response phase: basic services and functions are restored
- Debris removal, power/water restoration, communication restored, shelters secured
- Community begins rebuild

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## Recovery – Long Term

- Extends several months into years, or even DECADES
- Complex process of revitalization for homes, businesses, public infrastructure, economy, and quality of life
- Federal Assistance through Stafford Act

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## Recovery – Long Term

Other considerations include:

- **Keeping citizens informed** and preventing unrealistic expectations
- Mitigation measures to **ensure against future disaster damage**
- **Donations**
- **Partnerships** with business and industry for resources
- **Competing interests** of groups involved in the planning process

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## Recovery – Long Term

Other considerations include:

- **Environmental issues**
- **Public health** measures to take against the risk of diseases, contamination, and other cascading effects from a disaster
- The **unmet needs** of victims
- **Rebuilding** bridges, roads, public works and other expensive parts of the infrastructure.

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## The Federal Role in Recovery

- Establishes a Disaster Field Office.
- Announces the type of assistance available.
- Works with the State to manage recovery activities.
- Provides 1-800 numbers to register for assistance.

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## Individual Assistance

- **Assistance for Individuals and Households.** This program, which may include cash grants of up to \$26,200 per individual or household, includes:
  - **Housing Assistance**
    - Lodging expenses reimbursement (for a hotel or motel)
    - Rental assistance (cash payment for a temporary rental unit or a manufactured home)
    - Home repair cash grant
    - Home replacement cash grant
    - Permanent housing construction in rare circumstances
  - **Other Needs Assistance**
    - Medical, dental, funeral costs
    - Transportation costs
    - Other disaster-related needs

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## Public Assistance

- FEMA's Public Assistance Grant Program is one way federal assistance gets to the state and local governments and to certain private nonprofit organizations. These grants allow them to respond to disasters, to recover from their impact and to mitigate impact from future disasters. While these grants are aimed at governments and organizations - their final goal is to help a community and all its citizens recover from devastating natural disasters.

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## Resources for more information

- [www.fema.gov](http://www.fema.gov)
- [www.dhs.gov](http://www.dhs.gov)
- [www.nod.org/emergency](http://www.nod.org/emergency)

THANK YOU FOR YOUR TIME

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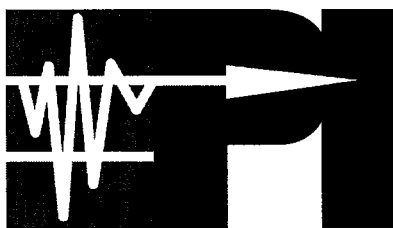
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# EMERGENCY MANAGEMENT 101 FOR DISABILITY ADVOCATES AND SERVICE PROVIDERS

## Student Manual

NATIONAL ORGANIZATION ON  
**DISABILITY**



EMERGENCY  
PREPAREDNESS  
INITIATIVE  
[www.nod.org/emergency](http://www.nod.org/emergency)

## **Acknowledgements**

The National Organization on Disability's (N.O.D.) Emergency Preparedness Initiative (EPI) is able to provide this course as part of its Congressional Earmark FY04 funding through the U.S. Department of Education, Special Rehabilitative Administration.

EPI would like to offer special acknowledgement to the following individuals for their support and guidance in developing this course:

Alan Clive  
Civil Rights Program Manager-Retired  
Federal Emergency Management Agency  
Washington, District of Columbia

Elizabeth Davis  
EAD & Associates, LLC -  
Emergency Management/Special Needs Consultants  
New York, New York

EPI presents this course to you today in memory of Alan Reich, President and Founder of the National Organization on Disability.

## **Disclaimer**

This course includes materials available from the Federal Emergency Management Agency and other federal agencies. The structure of the course was tailored to meet the needs of today's intended audience.

Content found in glossary terminology, federal requirements in emergency management operations, and other classroom materials, does not necessarily reflect the views of N.O.D.



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# **PART 1:**

# **COURSE INTRODUCTION**

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## Course Purpose and Objectives

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### Key Points

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Every individual has the obligation and responsibility to plan for emergency situations.

This class has a very large target audience. This is so that the different members of the target audience can demonstrate a commitment to work together.

The goals of the class are to:

- Open a dialogue within the special needs network that will lead to cooperative planning and appropriate response.
- Raise awareness of and commitment to planning for special needs populations.
- Provide personnel who are responsible for emergency planning with the skills and knowledge required to develop and implement sound plans.

### Student Notes Section:

## Course Purpose and Objectives (Continued)

### Course Objectives

- Define special needs populations at the local level.
- Identify appropriate resources to assist in planning for special needs populations.
- Identify capabilities and limitations of the special needs network.
- Define key terms related to special needs planning.
- Describe the special needs considerations in all phases of comprehensive emergency management.
- Identify the relationship between special needs planning and the community Emergency Operations Plan.
- Identify basic components of a special needs plan.

### Student Notes Section:

## Course Agenda

The agenda for this course is outlined in the following table.

<b>January 23, 2006</b>			
Part 1: Course Introduction	This part will include instructor and student introductions, administrative information, course requirements, a description of the course materials, and an overview of the issues related to emergency planning for special needs populations.		Handout: Course Notebook
Part 2: The Emergency Management Process	This part will begin with a discussion of the four phases of emergency management. Students will learn about the response process and the role of local, voluntary, State and Federal responders. Students will learn about the importance of asking for help and will identify local resources that can help them work with special needs populations in a disaster.		Handout: List of Local Resources
Part 3: Hazard Mitigation Issues	This part will include hazard mitigation measures for special needs individuals and facilities.		Handout: List of Local Resources
Part 4: Preparedness Issues	This part will begin with a brief scenario that illustrates the importance of planning. Students will watch a video that stresses the need for planning. The instructor will introduce a scenario and students will answer questions about preparedness based on that scenario. Finally, students will identify preparedness actions that they can take now to plan for the future.		
Part 5: Response Issues	This part will begin with an overview of response and government's role. The instructors will use brief scenarios to discuss the type of assistance needed to help special needs populations. Students will receive an update on the scenario introduced in the last part and answer a series of questions about response. Finally, students will identify actions they can take now to plan for response in the future.		
Part 6: Recovery Issues	In this part, the students will review the definition of recovery and outline the relationship between recovery and response. The instructor will review key		

	Federal recovery activities. Students will then review a scenario update and identify types of assistance available, strategies for getting information about assistance to special needs populations, and key activities to accomplish during the recovery process. Finally, students will identify actions they can take now to plan for recovery in the future.		
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## Student Introductions and Expectations

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### Key Points

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Please tell the class:

- Your name
- Where you are from
- One personal expectation for the course

Note: Your expectations will be listed on chart paper. The list will be reviewed at the end of the course to determine how well your expectations were met.

### Student Notes Section:

## Defining Special Needs

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### Key Points

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For the purpose of this course we are defining special needs populations as individuals in the community with physical, mental, or medical care needs who may require assistance before, during, and/or after a disaster or emergency after exhausting their usual resources and support network.

There can be many different definitions of special needs, but this is the one that we will work with during the course.

People with special needs can be found in their own homes, adult day service programs, assisted living facilities, foster and group homes, long-term care facilities, and hospitals.

### Student Notes Section:



## Defining Special Needs (Continued)

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### Key Points

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There are many types of disabilities. Some examples include:

- Sensory disabilities, such as reduction or loss of sight or hearing.
- Mobility disabilities, such as use of a cane or wheelchair.
- Mental disabilities, such as persons who are mentally ill or developmentally disabled, and those with traumatic brain injury or learning disabilities.
- Other medical conditions, such as renal dialysis, diabetes, or lung diseases requiring oxygen.

Many people with disabilities may be quite self-supporting, even in a disaster situation. These people require no additional assistance beyond that given to the general public. It is the impact that the disaster has on the individual's resources and support network that may cause that person to require additional assistance.

### Student Notes Section:

## Defining Special Needs (Continued)

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### Key Points

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Below are several examples of individuals with special needs:

- A diabetic with an adequate supply of medication may be self-supporting in a disaster.
- An individual with a sensory disability may be able to be sheltered in an American Red Cross Shelter; however, they may need assistance with notification and transportation.
- An individual who requires kidney dialysis may require additional assistance if the power or water supply is cut to the facility or if adequate transportation is not available. This person may need to be transported to a special needs facility or hospital.

### Student Notes Section:

## Defining Special Needs (Continued)

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### Key Points

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Dependency increases with age. As our population ages and as more people live in disaster-prone areas, the need for Special Needs Planning will continue to increase.

Senior citizens can be impacted differently by the challenges presented by a disaster. Like people with disabilities, many senior citizens may be quite self-supportive. However, senior citizens may often:

- Have sensory impairment and/or mobility disabilities.
- Be much more susceptible to heat and cold, creating potential crisis situations when air conditioning and heat are not available.
- Have memory disorders such as Alzheimer's or senility.
- Have transfer trauma if they are forced to leave their homes. Many studies have shown that dislocation without care can cause illness and even death in senior citizens.
- Have language or cultural barriers that prevent the successful communication of important information.

### Student Notes Section:

## Issues in Emergency Planning

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### Key Points

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There are many reasons why special needs populations should be considered when planning for a disaster. Failure to give these individuals an equal opportunity to benefit from publicly provided emergency services could open the jurisdiction to a lawsuit. Note the following information from the Americans With Disabilities Act:

- Title II prohibits discrimination against persons with disabilities in State and local government services, programs, and activities. All programs, services, and activities of State or local governments are covered.
- Title III of the ADA prohibits discrimination against persons with disabilities in places of public accommodation and commercial facilities.
- A Title III entity, such as the American Red Cross, can be required to operate under the strict standards of Title II if they are acting as a government entity. Check with your jurisdiction's attorney to see if this applies.



### Key Points

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It is important to know your demographics. Prior to any planning, emergency managers should gather current demographics about the community, specifically possible special needs populations.

It is critical to involve representatives of these groups in the planning process. There is a saying that “You can’t plan for; you must plan with” and it is true in this case.

Failure to involve representatives of your special needs populations will cause the plan to fail.

## Your Issues

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### Your Issues

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Record the issues and concerns you have about emergency planning for special needs populations.

## Student Notes Section:

## Summary and Transition

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### Key Points

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Remember the key demographics of the potential special needs populations in your community. Also, keep in mind the following points:

- 54 million Americans have some disability.
- The total number and percentage of senior citizens is increasing. One in 7 Americans are now over 65 years old.
- The aging of the population results in an increase of disabilities.
- Senior citizens tend to live in the inner city, high rises, and warm areas. Many live in areas with frequent hazards, such as California, Florida, Texas, and the Gulf Coast.
- Special needs populations in isolated, rural areas may be especially vulnerable to disasters.
- Paradoxically, as the population of Midwestern States declines, those that remain behind tend to be disproportionately elderly, which means they are increasingly vulnerable to such hazards as blizzards and hypothermia.
- Senior citizens are often reluctant to ask for assistance because they want to maintain independence.

**Note:** This information is current as of 2002.

Emergency management planning for special needs populations is of critical importance for all jurisdictions and organizations that work with these populations.

The next part will look at the general emergency management process and determine how to address special needs within that framework.

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**PART 2:**  
**THE EMERGENCY**  
**MANAGEMENT PROCESS**

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### **Part 2 Objectives**

- Relate the activities of each phase of emergency management to those required for special needs populations.
- Explain how the response system works in your local jurisdiction or State and what that means for your planning process.
- Describe the process for obtaining State and Federal assistance.
- Identify local resources that can help you with your planning efforts.
- Describe the capabilities and limitations of the special needs network in your area.

## The Phases of Emergency Management

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### Key Points

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The definition of Emergency Management is:

“The organized analysis, planning, decision-making, and assignment of all available resources to mitigate, prepare for, respond to, and recover from the effects of all hazards.”

In this class we are looking at an all-hazards approach to disaster. This means that we are addressing three types of disasters in this training: 1) natural, 2) technological, and 3) man-made. These types of disasters do include terrorism and bioterrorism.

### Student Notes Section:

## The Phases of Emergency Management (Continued)

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### Key Points

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Remember that emergency activities are divided into four phases.

- These phases are cyclical. We should first try to mitigate the effects of an emergency or potential emergency. For consequences that cannot be mitigated, we should prepare and then respond according to the plans made, and then recover from the effects of the emergency.
- Following the emergency, we learn how to mitigate, prepare, and respond better; as we revise our efforts, the cycle repeats.
- In this course we will look at each of these phases and how special needs issues fit into each phase.

### Student Notes Section:

## The Phases of Emergency Management (Continued)

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### Key Points

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Remember, mitigation is the initial phase of emergency management and should be considered before an emergency (or disaster) occurs.

Mitigation is aimed at eliminating or reducing the probability of an emergency or a disaster. It also includes activities to postpone, dissipate, or lessen the effects of an emergency.

One example of a mitigation activity for special needs populations might be ensuring that a nursing home generator is protected from rising flood waters.

### Student Notes Section:

## The Phases of Emergency Management (Continued)

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### Key Points

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Because we cannot mitigate completely against every disaster, preparedness activities help us weather the storm. Preparedness activities:

- Include planning, training, and exercising.
- Minimize damage through forecasting and warning systems.
- Lay the groundwork for response operations (such as stockpiling supplies).
- Prepare organizations and individuals to respond.

One example of a preparedness activity for special needs populations might be designating lead agencies for special needs populations, and having an evacuation plan for a skilled-care facility and training staff to execute the plan.

### Student Notes Section:

## The Phases of Emergency Management (Continued)

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### Key Points

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The next phase, response, occurs immediately after a disaster or emergency. Response activities include the following:

- Provide emergency assistance to casualties.
- Reduce the probability or extent of secondary damage.

One example of a response activity for special needs populations might be visiting individuals with special needs at home as soon as possible following a disaster to ensure that their medical and physical needs are met.

### Student Notes Section:

## The Phases of Emergency Management (Continued)

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### Key Points

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Next, recovery begins right after the emergency and some of the activities may be concurrent with response efforts. Some characteristics of recovery activities are:

- The goal of recovery is to return systems and activities to normal.
- During recovery, effort is first focused on addressing vital systems (utilities, schools, transportation, etc.).
- Long-term recovery (stabilizing all systems) can sometimes take years.
- This is a good time to look at mitigation opportunities!

One example of a recovery activity for special needs populations might be ensuring that individuals with special needs are aware of, and are capable of applying for the services that are available to them following a disaster.

Special needs populations are often overlooked during the recovery phase and are often disproportionately impacted by the disaster. For example, a person who is blind may find it nearly impossible to navigate familiar routes if the terrain has been damaged. It is critical to attempt to provide continuity of care during this time.

**Remember:** The phases are cyclical. We learn to prevent and diminish emergencies through experience with past events. An emergency or disaster can be a motivating factor of this cycle. However, preparedness should not depend on whether a disaster has occurred recently.

### Student Notes Section:

### **Optional Activity: Addressing Special Needs in the Four Emergency Phases**

**Purpose:** The purpose of this activity is to address special needs activities in the four phases of emergency management: mitigation, preparedness, response, and recovery.

**Instructions:** Each group will be assigned **one** of the following questions. Develop as many responses to the question as possible. Write your responses on chart paper. You will have 15 minutes to complete this activity.

1. What are some examples of **mitigation** activities that can be done to address special needs populations?
  2. What are some examples of **preparedness** activities that can be done to address special needs populations?
  3. What are some examples of **response** activities that can be done to address special needs populations?
  4. What are some examples of **recovery** activities that can be done to address special needs populations?
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## Responding to a Disaster

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### Key Points

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The process of responding to a disaster begins with the local response.

Local governments request assistance from the State and the State government requests assistance from the Federal Government. Note the following points about the various governmental responses to a disaster:

- Local organizations, both government and voluntary, hold first responsibility for responding to a disaster. Only if the disaster is beyond the capability of local government resources does the State become involved. The State can provide guidance and resources to the local government.
- If the disaster is one for which there is a warning (such as a hurricane or tornado), it is the local government that provides the warning and calls for evacuation, if needed.
- Once the danger from the disaster is over, the local government (sometimes with the help of the State government) begins to assess the damage and take steps to repair essential components of the community's infrastructure.
- If the State declares that the situation is beyond their capability to respond they may apply for a Federal Disaster Declaration.

### Student Notes Section:

## The Local Emergency Management Network

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### Key Points

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The local Emergency Management Response structure has the following responsibilities:

- Provides initial response to disasters.
- Develops a local emergency plan.
- Coordinates with other local agencies and voluntary organizations.
- Coordinates response activities with local or regional planning committees and the State.

### Student Notes Section:

## Presidential Disaster Declaration

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### Key Points

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Following a Federal Disaster Declaration, FEMA will do the following:

- Establish a Disaster Field Office (DFO).
- Assign a Federal Coordinating Officer to manage the Disaster Field Office. He or she works together with a State Coordinating Officer to manage the disaster response and recovery.
- Establishes, within the DFO, various sub-functions, called Emergency Support Functions or ESFs, which address issues such as mass care, health and medical support, food, and communications.
- Will establish a toll-free number, 1-800-621-FEMA (TTY: 1-800-462-7585), that individuals can call to register for assistance.

Special needs populations often have problems with managing the tele-registration system. During the recovery phase, it is important for all special needs service providers to be aware of the tele-registration process and ensure that individuals with special needs affected by the disaster have registered for disaster assistance.

The questions asked by the tele-registration operator can be adapted to the needs of the community. Therefore, some local communities have added questions that ask specifically if someone in that household has a special need and may need additional assistance. If the answer is affirmative, then special needs organizations are notified and provided with the individual's information (with their permission).

### Student Notes Section:

### **The Voluntary Response Process (Continued)**

When working with special needs populations, it is important to realize that the American Red Cross is often not able to shelter special needs populations if they need additional provisions other than those provided to the general public. Note the following points about mass shelters.

- Most shelters meet general accessibility requirements because they are often public facilities such as schools.
- They will accept service animals, but not pets.
- They cannot guarantee to have power, heat, cooling, or refrigeration.

As a representative of the special needs population, you should make an effort to work through the State and National VOADs to help identify strategies for sheltering and caring for your special needs populations. There are many voluntary organizations that may be able to provide some type of assistance in addressing the needs of your population.

## Summary and Transition

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### Key Points

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Remember the following key points about The Emergency Management Process.

- The emergency management process is divided into four phases: mitigation, preparedness, response, and recovery. In working with special needs populations, there are things that can be done in each phase to help them cope with a crisis or disaster.
- In a disaster, local governmental and voluntary organizations are the first to respond. If the disaster is beyond the capability of the local government, the State responds. If the disaster is beyond the capability of the State, then the State may request a Presidential Disaster Declaration.
- FEMA is the Federal agency that deals with disasters. FEMA offers a variety of programs to help individuals and communities respond and recover from disasters. In this unit, you have been presented with an overview of these programs. If you would like more details about Federal Disaster Assistance, the FEMA Web site can provide you with current detailed information.
- In a disaster it is critical to determine what resources you need and identify how to ask for these resources, so that you receive exactly what you need.

Being part of a special needs network and keeping current lists of local resources will provide you with a first line of preparedness in responding to disasters.

The next part will look at mitigation actions that can be taken to lessen the damage from a disaster, should one occur.

## The Role of the Federal Government

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### Key Points

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If the Governor's request for a Presidential Declaration is approved, this approval authorizes Federal assistance and triggers Federal disaster assistance programs.

The Federal Government is there at the request of the State and their role is to support the State and local recovery efforts.

FEMA is the Federal agency that manages the Disaster Relief Program, which supplements available resources of State, local and voluntary organizations, and other sources of assistance, such as insurance.

A disaster can be declared for Individual Assistance (assistance to individuals) and/or Public Assistance (assistance to community and State infrastructure), as well as mitigation. This decision is announced in the Presidential Disaster Declaration.

### Student Notes Section:

## Identifying Local Resources

**Remember:** Calling 911 in a widespread emergency will not resolve most problems. Instead, the special needs community should form a network as a way of solving problems before they become a crisis.

When working with senior citizens, the State Agency on Aging, Area Agencies on Aging, and other service providers can be accessed as resources.

### Student Notes Section:





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# **PART 3:**

# **HAZARD MITIGATION ISSUES**

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### **Part 3 Objectives**

- Define hazard mitigation.
- Identify the steps that individuals and families need to take to reduce their vulnerability to high-risk areas.
- Use the local risk assessment as a basis for conducting a facility and an in-home vulnerability analysis.
- Establish mitigation priorities.
- Identify Federal, State, and local sources of information to help with mitigation activities.

## Hazard Mitigation

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### Key Points

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Review the definition of hazard mitigation:

“Any sustained action taken to reduce or eliminate long-term risk to people and properties from natural and other hazards and their effects.”

Mitigation activities are measures that can be taken to reduce or eliminate the risk of damage from natural and other hazards. This section will talk about mitigating at home, in a facility, and in the community.

We usually think of natural hazards or hazardous materials when we think about mitigation. It has become clear that we must now also consider terrorist incidents and bioterrorism.

There must be individual and family mitigation as a first step to ensuring care at facilities.

If staff can't get to the facility because their homes have been destroyed, or if they are worried about potential damage to their properties, they will be unable to provide adequate care for their patients or residents.

For the special needs population living independently, mitigation actions to their homes may allow them to remain at home during or after a disaster, or to return more quickly.

### Student Note Section:

## Hazard Analysis Review

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### Key Points

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Before you mitigate, you need to know what to mitigate against—this means identifying and evaluating your risks.

Review the definition of hazard analysis: identifying all of the hazards that potentially threaten a community and analyzing them in the context of the community to determine the degree of threat that is posed by each.

A community hazard analysis determines:

- What can occur.
- How often it is likely to occur.
- How bad it is likely to get.
- How likely it is to affect the community.
- How vulnerable the community is to the hazard.

Note: You may want to develop a team at your facility to identify risks and hazards where mitigation measures would be needed.

### Student Note Section:

## Hazard Mitigation Examples

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### Key Points

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Note the following examples of hazard mitigation that may be useful to you:

For individuals:

- Move landscaping and trees away from the home. Hurricanes can take down trees and cause accessibility problems if they block doorways and walkways.
- Buy flood insurance!

For institution/facility:

- Elevate the generator and move emergency back-up records out of the basement. Don't keep vital records in the basement. They can be lost due to flooding.
- Buy flood insurance!

For the community:

- Work with special needs facilities in the pre-planning and site selection stages to avoid future risks.

There are many common-sense mitigation measures you can take to protect individuals, facilities, and the community. The FEMA Web site has a "Mitigation How-To Series" that provides information on a variety of mitigation measures. Your State Emergency Management Agency should also have information. Building supply stores often provide free brochures targeted to hazards in your area.

### Student Note Section:

## Local Sources of Mitigation Assistance

It is important to seek out other government funding sources—such as Community Development Block Grants—and private foundations in addition to the list of local resources (handed out to you). This money can be used to buy mobile generators, strengthen facility windows, and upgrade shelters.

Other sources include:

- Home improvement stores (i.e., Home Depot, Lowes, local businesses)
- Business continuity planning grants
- Small business loans
- Fannie Mae (low-interest loans to upgrade residences)
- Partnerships—for example, with local colleges. The college can get the grant money and you can benefit from the research.
- Business Organizations Active in Response to Disaster (BOARD), pre-disaster focus; limited to Florida at this time.

A small amount of money can do a lot of good. A small facility that depended upon the telephone to communicate with the special needs population was extremely vulnerable to power outages, which could totally disrupt their lines of communication. With a small amount of money from a private foundation, they established a redundant computer system at the director's home—away from the facility—so that if power is out at the facility they still have the ability to reach their clients.

## Student Note Section:

## Summary and Transition

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### Key Points

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Remember the following about Hazard Mitigation.

- Mitigation begins at home. If staff can't get to the facility because their homes are damaged or destroyed, they will be unable to provide adequate care for their patients or residents. For the special needs population living independently, mitigation actions to their homes may allow them to remain at home during or after a disaster, or to return more quickly.
- Facility mitigation is also critical. The first step to facility mitigation is to obtain a copy of your community hazard analysis. Based on the information contained in this document, you should identify and prioritize mitigation activities that you can take to reduce potential damage to your facility.
- Information about mitigation measures is available in many places. This information ranges from simple, low-cost activities that can be taken by business owners to retrofitting structures by engineers. Your local Emergency Management Office and the FEMA Web site are good places to start your search.

Successful mitigation can make you better able to protect your facility employees and your clients from a disaster.

The next unit will look at preparedness actions.

### Student Note Section:



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# **PART 4:**

# **PREPAREDNESS ISSUES**

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**Part 4 Objectives**

- Relate your individual, facility, and/or organization's planning needs to the emergency planning process.
- Use a template to begin organizing your plan.
- Explain how the four principles of emergency planning relate to special needs plans.

## Emergency Preparedness

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### Key Points

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Preparedness means being ready to deal with emergency situations that affect essential services.

It involves the following points:

- Developing a plan to address contingencies. The all-hazards approach addresses all potential risks.
- Communicating the plan. You can't merely write an organization into the plan. Ask them, "Can you take responsibility to make this happen?" Get commitment.
- Training the people responsible for implementing the plan.
- Practicing the plan by conducting exercises.
- Maintaining the plan.

At its most basic level, emergency preparedness means the same whether we are talking about the individual or family, government agencies, or facilities serving special needs populations. Some factors to think about when developing an emergency preparedness plan on any level include:

- Size doesn't matter—Emergency preparedness is as important to a small operation as a large one.
- Be proactive—Reach out to build partnerships with local government, facilities, service organizations, and individuals.
- Beware of misconceptions—Especially, "It can't happen to me," "My needs won't be addressed," and "All my needs will be addressed."

Times have changed—people with disabilities are no longer overlooked in areas of public planning. At the same time, it is important to realize that not all of their needs will be addressed.

### Student Note Section:

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## The Importance of Planning

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### Key Points

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You should constantly be looking for strategies to plan effectively. Remember the following points to help with a successful plan.

1. **If you are representing a locality, you need to know your community.** This is more than merely identifying the institutional service providers, like hospitals and assisted living centers. Some places in the community just become these facilities. Often Federally funded, subsidized, low-income housing tends to be filled by the populations we are talking about. The term is NORC (naturally occurring retirement community). It is often a result of fixed income and financial realities—people can't move. The moral is: Know your community!
2. **If you are representing a facility, you need to know your local government emergency management structure.** You need to know who to go to for help—it's not enough to just look internally. We need to be proactive in forging partnerships and working together on emergency preparedness for special needs populations. The hand is extended. This was not always the case, but it is counterproductive for special needs groups to go off on their own course because they think their needs won't be met. There is the potential for competing goals even within the special needs caregiving network. After a natural disaster, hospitals go into "release mode," canceling elective surgery and releasing patients earlier. When a hospital patient is released back into home-based care, the service provider may also be operating in emergency mode, with fewer staff available to provide services. Will the client be sent right back to the hospital because home-based care is no longer available?
3. **We all have to take responsibility—starting on the individual level.** We can't assume that everything will be done for us.
4. **It doesn't have to be a large disaster, with State and Federal assistance, to cause a lot of trouble.** State, and especially Federal assistance, are available only after large disasters—the vast majority of disasters receive no Federal disaster declaration. A freak accident, fire, or gas leak can wreak havoc with special needs facilities. A relatively small snowstorm or a transportation strike can halt home-based care. How will you address that?



## Considerations for Planning

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### Key Points

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Planning is the key to emergency preparedness because it can:

- Reduce the loss of life—this is the primary reason to be prepared;
- Reduce property damage;
- Ensure that the response will be timely, efficient, and effective; and
- Provide a basis for the ongoing response operations.

Emergency planning can prepare you for the big disasters and the small emergencies. Even a moderate snowstorm can affect transportation and other services for people with special needs.

The first step in developing a plan is “taking stock” of the situation. This is done by first considering the potential challenges.

Once you’ve identified the challenges, the next step is to identify available resources to meet these challenges.

Once you’ve identified the challenges and available resources, the next step is to determine the gaps.

Remember, the purpose of planning is to help you identify these gaps and then determine how you will fill them.

Planning can’t prevent emergencies from occurring, but planning can help you prepare for and minimize the effects of emergencies.

Planning for facilities and organizations also requires you to identify challenges, resources, and gaps.



## Key Points

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There are three steps of emergency planning.

- The first step is to assess your risk and identify your challenges. Are you vulnerable to hurricanes or tornadoes? Are you dependent on one contractor to provide transportation if evacuation is necessary? Do you have adequate medical supplies?
- The next step is to identify your resources. Do you have a good system of communication between local emergency management and the people and organizations that serve people with special needs? Do you have partnerships with other groups that can help you during an emergency?
- The third step is to identify gaps—where your resources can't take care of your challenges—and find a way to fill these gaps. You may need to be creative and to form new partnerships.

Remember:

- Planning is cyclic.
- Plans must be complete, but simple.
- People must be trained and the plan must be exercised.

The next unit will look at responding to emergencies and implications for special needs populations.



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**PART 5:**  
**RESPONSE ISSUES**

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### **Unit 5 Objectives**

- Describe the response process.
- Respond to a scenario and develop a list of response issues that need to be addressed through planning.
- Develop a list of action items for your emergency plans.

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## What is Response?

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### Key Points

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Response activities begin as soon as it is evident that a disaster or emergency is imminent.

- Initial response is always a responsibility of the local jurisdiction.
- The first response is to warn citizens and to take action to protect life and property.
- The goal of response activities is to address immediate concerns, such as:
  - To protect lives.
  - To ensure public welfare and safety.

When working with special needs populations, addressing immediate concerns would include:

- Making a pre-evacuation announcement. Some jurisdictions give special needs populations a warning in advance of the general population to allow extra time for evacuation. Other jurisdictions do not, because they want to avoid unnecessary evacuations if the disaster does not come to fruition.
- Making sure that special needs groups are in appropriate and accessible shelter.
- Maintaining communication with special needs facilities and organizations to ensure that they are holding up in the storm.
- Assisting special needs facilities and organizations by ensuring generators are functioning, roads are cleared of debris, potable water is available, and emergency transportation is available.

### Student Note Section:

## Government's Role in Response

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### Key Points

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Special needs issues are affected at every level of a disaster response.

- How government responds to a disaster or emergency has implications for special needs populations. If the Government is unaware of their unique considerations in addressing special needs populations, they may be overlooked in the response process.
- When disaster strikes or is imminent, local government resources normally available to serve special needs populations may be diverted or unavailable. For example, rescue squads may be unavailable to transport the bed-ridden senior citizens if they are not in need of critical care.
- Because demand will be high for limited resources, requests will be “triaged.” The most critical requests will be responded to first. Emergency management plays a pivotal role in resource identification and prioritization.
- Special needs planners need to be aware of the response activities that are taking place and the resources that are available. Any potential resource issues should be addressed in the emergency plan.

### Student Note Section:

## Summary and Transition

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### Key Points

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Remember: Response activities begin as soon as it is evident that a disaster or emergency is imminent.

- Local government is the first to respond to an emergency, taking action to save lives and property.
- The nature of the response process means that some services normally available to help special needs populations will be unavailable or extremely limited.
- Organizations can take steps ahead of time to be better prepared to help special needs populations through the response process.

The next unit will look at the recovery process.

### Student Note Section:

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**PART 6:**  
**RECOVERY ISSUES**

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### **Part 6 Objectives**

- Describe the recovery process.
- Identify typical recovery activities that take place following a disaster.
- Address recovery issues in response to a scenario.
- Develop action items for emergency plans based on the lessons learned from the scenarios.

## What is Recovery?

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### Key Points

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The goal of recovery is to return systems and people to normal.

- During recovery, effort is first focused on addressing vital systems (utilities, schools, transportation, etc.).
- Long-term recovery (stabilizing all systems) can sometimes take years.

Response and recovery activities for people with special needs can require much more of disaster workers and service providers. Handling a smaller number of cases can be more labor-intensive and emotionally taxing. It is an important consideration for all aspects of emergency planning.

Recovery actions (governmental, neighborhood, household, and business) tend to occur almost as soon as the crisis of the event has begun to subside. Because of improved disaster management and planning in recent years, the recovery phases of emergency management begin before the response phase ends.

Response and recovery, and the information base needed to coordinate and guide each, are compressed into each other, so that the decisions made by leaders in responding to a disaster are also shaping the recovery and its long-term effectiveness. Remember that:

- Short-term recovery is often accomplished in a deceptively easy manner at the expense of long-term well-being and sustainability of the community.

**Example:** Union, Missouri flooded in 2000. The city condemned flooded mobile homes and treated them as debris to facilitate their removal and clearance. This had profound implications for seniors and special needs populations.

- For the long-term interest of the Government and the community, purely opportunistic actions should not drive out comprehensive efforts that connect risk, disaster response, recovery, mitigation, and preparedness.
- Examples of short-term recovery issues for special needs populations include replacing prescription records and replacing motorized wheelchairs when the person can't use a regular one. It also could mean making sure people who are sight-impaired know that the bus route has been changed because of damaged roadways.

Examples of long-term recovery issues include treating as a priority the restoration of a senior center that serves as a congregate meal site and is a point of information and comfort in the community.

### **Student Note Section:**

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## Summary and Transition

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### Key Points

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Remember: The recovery phase is critical to meeting the needs of special needs populations. Casework and case management for special needs populations are sometimes very intense and demanding of time, energy, and resources. Recovery organizations should be prepared for this. Also, keep in mind the following points:

- The goal of recovery is to return systems and people to normal.
- Recovery includes both short-term and long-term activities.
- Recovery and response can occur concurrently. This means that response decisions can affect simultaneous recovery activities.
- In a Presidentially declared disaster, a Disaster Field Office, headed by the Federal Coordinating Officer and a State Coordinating Officer, will direct the recovery process and work with local communities.
- During the recovery period it is important to review the emergency plan for your organization, identify lessons learned, and make appropriate changes.
- Remember to implement the four “Cs”: collaboration, communication, cooperation, and coordination. Interagency collaboration is key throughout the recovery process.

Reevaluating your plan will help ensure that you are prepared for the next disaster.

The next unit will look at unique considerations that must be taken into account when working with special needs populations in a disaster.