Overview of Emergency Management for Disability Programs

Learning Objectives:
1. Open a dialogue that will lead to cooperative planning and appropriate response.
2. Raise awareness and commitment to planning.
3. Providing interested persons with a framework to work together.

Acronyms in the field of Emergency Management and in the field of Disability are vastly different. We will attempt to use the complete name of the agency and abbreviation, but please ask if you become confused or need more explanation.

These acronyms are critical as the fields begin to work together. For example: DHS

In the Emergency Management field:_____

In the Disability field:_____

Today as we go through this training, please write down these various acronyms that have different meanings for you.
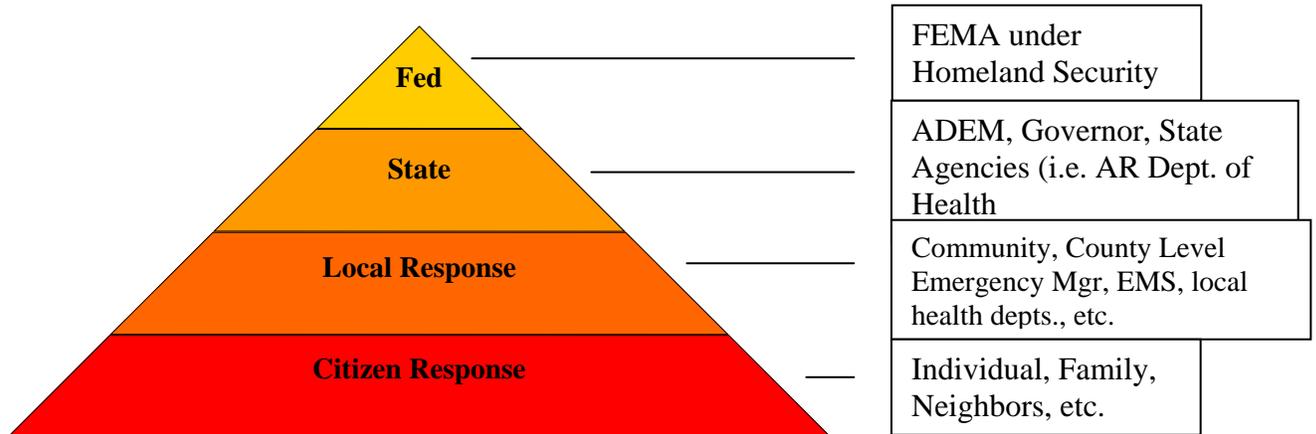
I. Overview of Emergency Management

<u>Emergency</u> – any event that threatens to, or actually does, inflict damage to property or people.

<u>Routine Emergency</u> – daily situations faced by citizens and local emergency services. For example – firefighters responding to a call, emergency medical services responding to a traffic accident.

<u>Non-Routine Emergency</u> – overall pre-disaster planning and other programs such as training and exercises for natural and man-caused disasters that can affect a community.

Levels of Responsibility of Response to an Emergency

Fed	FEMA under Homeland Security
State	ADEM, Governor, State Agencies (i.e. AR Dept. of Health
Local Response	Community, County Level Emergency Mgr, EMS, local health depts., etc.
Citizen Response	Individual, Family, Neighbors, etc.

For Example: If a homeowner cannot extinguish a fire, the homeowner will call the local fire department. As the fire spreads, local firefighters call in surrounding communities for assistance. If the local community is overwhelmed and cannot respond to the disaster, it asks the state for assistance. Similarly, when the state's resources are exhausted, it will turn to the federal government for assistance.

In actuality, the citizen and local response accounts for a much larger area in our pyramid. It is very important that we (as citizens) understand that we also have a responsibility to prepare ourselves for emergencies or disasters.

Please rate below your opinion of **YOUR** preparedness.

At Home
1   2   3   4   5   6   7   8   9
Not at all prepared   Totally Prepared

At Work
1   2   3   4   5   6   7   8   9
Not at all prepared   Totally Prepared

Your Agency
1   2   3   4   5   6   7   8   9
Not at all prepared   Totally Prepared

What does this rating activity tell you?_____

_____

_____

This emphasizes the importance of taking responsibility.

There are emergency services that respond in our communities that are aware of the demographics in their area (population, location of hospitals, # of nursing homes, # of fire stations, location of schools):

- Fire Departments respond to fires.
- Ambulance & EMS come to take care of medical emergencies including transporting people to the hospital.
- Police come to protect us.

Local governments respond in events – but – large scale events will stress the best of resources.

ALL EMERGENCIES ARE LOCAL!

For the most part, it starts local and stays local.

The state and federal government help out when requested in the right way. It may take time, they do come, and they do leave. The local community will still be recovering from a large scale disaster long after the federal level leaves the area.

It helps to understand the basic phases of emergency management. This presentation is intentionally simpler and less complex than the reality of emergency management.

While most people generally think of preparedness, there are 4 phases of comprehensive Emergency Management.

Start with:

Mitigation
- Occurs before the emergency or disaster.
- Eliminates or reduces the probability of occurrence.
- Includes actions to postpone, dissipate, or lessen the effects off the disaster.

(for example – requiring roof reinforcements will reduce damage from hurricane winds, installing the generator on the roof or top floor of the building will keep it from flooding, having fire extinguishers in key areas.)

Preparedness
- Includes planning, training, and exercising.
- Minimizes disaster damage.
- Enhances disaster response operations.
- Prepares organizations and individuals to respond.

(For example – a plan, trained personnel, necessary resources, attending this training to understand more about emergency management, having an evacuation plan for your facility.)

DISASTER

Response
- Occurs immediately after a disaster or emergency.
- Community provides emergency assistance.
- Reduces the likelihood of further injuries or damage.

(For example – firefighters respond to the call, evacuate the building and work to put out the fire before it spreads to other buildings, checking on people previously identified as needing more assistance after a disaster.)

Within the Response stage of a disaster there are 5 stages of response:

1. **Alerting & notification** – first responders as well as the general public.
2. **Warning** – TV breaking news or emergency vehicle with loudspeaker.
3. **Protecting the citizens and property** – security, fire protection, emergency medical care, search and rescue, evacuation and sheltering.
4. **Providing for the public welfare** – caring for people during and immediately after the emergency and assessing the damage.
5. **Restoration** – repairing essential services.

Recovery

- Meet the disaster related needs of the victims.
- Return systems and people to normal or near normal.
- This could be short term recovery or long term recovery depending upon the extent of damage created by the disaster.
(for example – a town can relocate portions of its flood prone community and turn the areas into open space or parkland.)

Unfortunately, a lot of attention has been drawn to these issues of emergency preparedness and people with disabilities as a result of a disaster. Following these emergencies or disasters, we learn how to mitigate, prepare and respond better as a result of previous cycles. Such as:

With his brother's assistance, a man who uses a wheelchair navigates the flooded streets of New Orleans on a makeshift raft in the aftermath of Hurricane Katrina.

Wednesday, August 31, 2005
Photo by Associated Press

National Guardsmen take an evacuee to a waiting helicopter in the Ninth Ward to be airlifted out of New Orleans.

Sunday, September 4, 2005
Staff Photo by Scott Threlkeld, The Times-Picayune (New Orleans, LA)

National Guardsmen load an evacuee into a helicopter at the Stallings Gymnasium and Youth Center in the Ninth Ward to be airlifted out of New Orleans.

Sunday, September 4, 2005
Staff Photo by Scott Threlkeld, The Times-Picayune (New Orleans, LA)

A wall of water makes it hard for Roosevelt Kyles of the Ninth Ward to walk out of his house with a bag full of medicine he needs for his diabetes. It was the only thing Kyles took from his house after the hurricane.

Sunday, September 4, 2005
Staff Photo by Chris Granger, The Times-Picayune (New Orleans, LA)

Our goal today is to help all of you to understand the importance of beginning…
Understanding the phases and starting to mitigate and prepare. Hopefully a disaster will never occur – but if it does, we will **BE READY**!

4 Stages of Disaster Denial

1. It won't happen here.
2. Even if it happens here, it won't happen to me.
3. Even if it happens to me, it won't be that bad.
4. Even if it's that bad, there's nothing I could have done about it anyway.

Eric Holdeman, Director of Emergency Management, Seattle's King County

ACTIVITY:
On note cards, identify activities for you or your organization that fit into any of the 4 phases of emergency management.

Mitigation   **Response**

Preparedness   **Recovery**

Historically, when the two fields of Disability & Emergency Preparedness have tried to come together there has been a confluence of problems, such as:

- Information overload
- Conflicting information
- Ambiguous terms
- Limited resources
- Mismatch between needs and procedures
- Fear
- Miscommunication and misunderstanding
- Ego and role strain
- Animosity between the fields when under stress

II.   Understanding of First Responders & Assisting in Community Efforts

By definition, an emergency is a hurried process.

First Responders are responsible for all 4 phases – Mitigation, Preparedness, Response & Recovery. Typically, they look at how to provide the best services for the most people in the given situation.

Local Emergency Management Response
- Provides initial response to disasters.
- Develops a local emergency plan.
- Coordinates with other local agencies and volunteer organizations.
- Coordinates response activities with local or regional planning committees and the state.

> As one instructor in the field of emergency management sometimes describes the field: Emergency Management Responsibilities are about PEOPLE, PAPER, & POLITICS.

Many agencies, institutions and professionals must work together at the scene of an emergency. The local community agency sets up a special system to organize and coordinate response at the scene. This system is called an **ICS – Incident Command System.**   (Landsman 2009)

Three purposes of the Incident Command System (ICS):
- The safety of responders and others
- The achievement of tactical objectives
- The efficient use of resources

The Incident Command System (ICS):
- Is based on proven incident management practices
- Defines incident response organizational concepts and structures
- Consists of procedures for managing personnel, facilities, equipment and communications
- Is used throughout the life cycle of an incident

Efforts are further categorized into support functions or annexes. These are the terms we have heard being used in the field. Nationally, they seem to be moving more toward Emergency Support Functions. (See handout.)

Emergency responders will do everything they can when the mechanisms that are in place fail, but preparedness is the responsibility of the people – all of us. BE PATIENT!!

First responders are going to fix the problem, maybe they don't think about something as simple as taking a walker, service animal. Communicate this to them.

Having a disability isn't enough to make a person an expert on emergency management.

Being an emergency manager isn't enough to make a person an expert on the emergency management needs of people with disabilities.

Assisting in Community Efforts - Get Involved:
- Go through CERT (Community Emergency Response Team) if available

- Go to the FEMA website and take the courses ICS 100, 230, and G197 to learn more   http://training.fema.gov/ (The primary audience for this training is persons involved with emergency planning response and recovery efforts.)
- Find out who the players are in the community, get to know them
- Work to gain an understanding of Emergency Management
  - Individual preparedness
  - By definition, front line staff are first responders – are they prepared/trained?
- Become a first responder
  - Volunteer Fire Fighter
  - CERT volunteer – instructor

III.   Discussion of individual planning responsibilities

There are many documents available to help you in preparing your individual plans.
- www.ready.gov
- www.fema.gov/plan/index.shtm
- 2009 Emergency Preparedness Calendar & Guide

Support Teams or Networks are frequently discussed in planning for emergencies especially if someone has a disability. Think about the Universal Team Approach, if everyone is trained, everyone can help! Everyone knows what to do.

It comes back to information is power. With that power, people can take responsibility individually. Support teams and networks in the best of situations may work and may not. It comes down to mastering the skill of giving quick information on how best to assist you - instantly creating a support team. For example: Be clear & concise:
- Take my oxygen tank
  - Additional information (if needed)
    - Right side of green bookcase
    - I can breath without it for 15 minutes
- Take my communication device from table, I'm also hard of hearing

- Take my manual wheelchair
- The traditional "fire fighter carry" is hazardous for me because of my respiratory condition. Carry me by…

IV. Tabletop Exercise/Activity/Scenario

Notes:_____
_____
_____
_____
_____
_____
_____

V. Business Continuity Planning

What is it?

Simply put, a business continuity plan is a plan for how to stay in business in the event of a disaster.

Why plan?
- As with the general public, many people with disabilities are not prepared for an emergency.
- Many of the individuals we serve will need as much assistance (if not more) during and after an event.
- Many disability provider organizations provide such essential services that they cannot close - no matter the event.
- Others:_____
_____
_____
_____
_____
_____
- At the federal level there has been increased attention regarding issues related to people with disabilities and their needs during emergencies.

- Typical county or community level planning is just beginning to learn more about how to address the needs of individuals with disabilities. Some areas of the country are doing this more than others.

Definitions

Critical Business Functions – activities that are necessary for your business to operate. These critical business functions generally depend on support functions such as personnel, communications, equipment, or technology. For example, your critical business function could be a contract with Wal-Mart to shred confidential documents. This critical business function relies on you having staff and shredding equipment.

Interdependencies - externally, on whom or what do you depend to conduct your critical business function?

Possible Alternative Procedures – planned policies for addressing ways to continue critical business functions given the altered functions or resources resulting from an emergency event.

Recovery Time Objective – the maximum tolerable length of time that critical business functions can be down after an emergency occurs. This will vary with the function and every between agencies depending upon the needs of the people they serve.

Recovery Time Priority – In looking at this particular business function, prioritize the resources or what you need to do to fulfill this function.

An blank planning chart can be found on page 13.

Critical Business Function:

Recovery Time	Recovery Priority	Required Resources	Interdep- endencies	Possible Alternative Procedures

Ok, Let's walk through an example…

Let's say our Critical Business Function is to provide 24 hour waiver services.

Internally, what resources are required to fulfill this business function?

Critical Business Function: Provide 24 hour waiver services.

Recovery Time	Recovery Priority	Required Resources	Interdep- endencies	Possible Alternative Procedures
		• Clients		
		• Staff with Transportation		
		• communication		
		• Programming		
		• Billing		

Let's identify our interdependencies - externally, on whom or what do you depend to conduct this business function?

Critical Business Function: Provide 24 hour waiver services.

Recovery Time	Recovery Priority	Required Resources	Interdep-endencies	Possible Alternative Procedures
		• Clients		
		• Staff with Transportation	• Temp agencies • Roads	
		• communication	• Phone & /or Internet company	
		• Programming	• Job site • Bank • Grocery Store • Depends upon plan	
		• Billing		

In identifying possible alternative procedures, look at the resources you have and your interdependencies and fill in the holes.

Critical Business Function: Provide 24 hour waiver services.

Recovery Time	Recovery Priority	Required Resources	Interdep-endencies	Possible Alternative Procedures
		• Clients		
		• Staff with Transportation		• Pull staff from non-essential functions to fill in
			• Roads	• Notify city road

				department/ emergency manager/ police if roads are impassible explaining need/duty • Make available transportation for staff if possible or needed.
		• communication	• Phone & /or Internet company	• Have policy in place identifying staff cell phone numbers • Instruct staff how to keep cell phones charged without electricity
		• Programming	• Job site • Bank • Grocery Store • Depends upon plan	• Prioritize programming
		• Billing	• Electricity • Computer • files	• Generator for business office or procedure to conduct billing/payroll offsite

In determining Recovery Time and Priority, look at how long your business or the individuals you serve can last without that critical business function during an emergency. It may be that not all functions or resources will need to be or can be accessed at once.

Recovery Time	Recovery Priority	Required Resources	Interdep-endencies	Possible Alternative Procedures
Will vary based on person receiving services 0-48 hours	1	• Clients		
0-48 hours	2	• Staff with Transportation	• Roads	• Pull staff from non-essential functions to fill in • Notify city road department/ emergency manager/ police if roads are impassible explaining need/duty • Make available transportation for staff if possible or needed.
0-48 hours	3	• communication	• Phone & /or Internet company	• Have policy in place identifying staff cell phone numbers • Instruct staff how to keep cell phones charged without electricity

1-2 weeks once survival needs are met	4	• Programming	• Job site • Bank • Grocery Store • Depends upon plan	• Prioritize programming
1-2 weeks	5	• Billing	• Electricity • Computer • files	• Generator for business office or procedure to conduct billing/payroll offsite

This example covers only one business function. Keep in mind that many disability service providers have many more than one business function (i.e. waiver, sheltered workshop, day services, etc.). Those individual functions will need to be charted (as in the example above) and prioritized. A blank chart can be found in your handout folder.

Resources
Emergency Planning Documents for Nonprofits can be found at:

1. Non-Profit Organization Emergency Planning & Preparedness Assessment
   - http://www.npnnw.org/wa/network/nw/c251
2. Non-Profit Disaster Planning, Emergency Preparedness & Business Continuity
   - http://www.npccny.org/info/Disaster_Planning.doc
3. Faith Based & Community Organizations Pandemic Influenza Preparedness Checklist
   - http://www.cdc.gov/flu/pandemic/pdf/communitychecklist.pdf
4. FEMA has information regarding mitigation planning on their website
5. The National Clearinghouse for educational facilities has information regarding mitigating hazards in school facilities including checklists that may be of assistance http://www.ncef.org/pubs/mitigating_hazards.pdf and http://www.ncef.org/pubs/pubs_html.cfm?abstract=migitating2
6. Louisiana Provider Agencies in collaboration with the Office for Citizens with Developmental Disabilities developed some best practice guidelines that they considered important

- http://www.dhh.louisiana.gov/offices/publications/pubs-77/Providers%20Emergency%20Preparedness%20Best%20Practices%20Guidellines.pdf

7. Northwest Arkansas Community College Institute for Corporate and Public Safety offers classes on Business Continuity Planning. For more information contact Lisa Urban at (479) 619-4170 or via email lurban@nwacc.edu

VII. Closing

Nationally, there has been a lot of research into past disasters - what went right and what we need to improve. There are a lot of documents and recommendations about how to better prepare for disasters. If we do not put these plans into use, then it was all for nothing.

Preparedness makes sense!

Here are some times when our planning worked.

1. There were people who were led out of the WTC by individuals who were blind because they had practiced getting themselves out.

2.   During 911 John Abruzzo escaped the 69th floor of the World Trade Center using a specialized evacuation chair. "It felt like the building was punched," he says. "My desk faces north - the side the airplane hit. Paper was just coming down. Worse, the building swayed--and only in one direction!"
Co-workers took turns maneuvering him down the many flights of stairs.

3. During the attack on the Pentagon, equipment previously installed to help employees and visitors with low or no vision evacuate the facility in the event of an emergency made it possible for dozens of sighted individuals to flee the smoke filled corridors as well.

4. A special needs shelter in Covington, LA housed over 300 patients with serious medical conditions during its peak including two evacuated nursing homes and had its own hospice