

U.S. Department of Homeland Security
Office for Civil Rights and Civil Liberties

*Planning for the Entire Community:
A Function-Based Approach*



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May 12, 2010

DHS Office for Civil Rights and Civil Liberties

The Office for Civil Rights and Civil Liberties:

- Provides proactive legal and policy advice to Department leadership
- Prioritizes the security of vulnerable populations impacted by disasters
- Oversees implementation of Executive Order 13347, Individuals with Disabilities in Emergency Preparedness
- Leads the Interagency Coordinating Council on Emergency Preparedness and Individuals with Disabilities (ICC)



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Applicable Civil Rights Laws

Disability Related

- Rehabilitation Act
- Americans with Disabilities Act
- Fair Housing Act
- Architectural Barriers Act
- Communications Act
- Individuals with Disabilities Education Act (IDEA)
- Executive Order 13347: Individuals with Disabilities in Emergency Preparedness



Key Civil Rights Principles

- Disability nondiscrimination principles under Federal law applicable to emergency management
 - No “one size fits all”
 - Accessibility
 - Effective communication
 - Inclusion



Emerging National Policy Landscape

National Response Framework (NRF) and National Incident Management System (NIMS)

- Set out a function-based definition for the term “special needs populations”
- Include function-based need considerations throughout the intergovernmental operational protocols

Pandemic and All-Hazards Preparedness Act (PAHPA) defines “at-risk” population and is implemented using a function-based approach



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Emerging National Policy Landscape

Function-based Definition Adopted in the NRF

Special Needs Populations– Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to:

- maintaining independence
- communication,
- transportation,
- supervision, and
- medical care.

Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency; or who are non-English speaking; or who are transportation disadvantaged.



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Demographic Trends

- The population age 85 and older is the fastest growing segment of the older population (U.S. Census 2000).
- Over 1 million individuals in the U.S. received home health care according to 2000 data cited by the National Center for Health Care Statistics.
- An estimated 13 million individuals age 50 or older in the U.S. will need help to evacuate; about half will require assistance from outside their household. (AARP 2006)
- In 2003, 53 percent of the nation's population lived in the 673 U.S. coastal counties, an increase of 33 million people since 1980 (NOAA 2004).



Demographic Trends

- According to the Developmental Disabilities Act of 2000, there were between 3.2 and 4.5 million individuals with developmental disabilities in the U.S.
- Children under 18 represented 26 percent of the population in households (US Census 2000).
- Twenty-seven percent of children lived in a single-parent family (US Census 2000).
- On September 30, 2005, there were an estimated 513,000 children in foster care (U.S. Dept. of Health and Human Services).
- Members of racial and ethnic minorities now account for more than one in three Americans (US Census 2008).



Community Planning

- **Build function-based needs considerations into EOP documents**
 - Incorporate principles wherever appropriate into baseline plan and annexes.
 - Create a resource or reference document that supplements the EOP.





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Community Planning

Planning Networks and Roles

- **Involve key community partners**
 - Designate one agency as the lead for coordinating functional needs planning.
 - Establish relationships with a variety of stakeholders.
 - Designate functional needs advisors and advisory committees.



Community Planning

Examples of Key Partners for Community Planning

- Local advocacy and service nongovernmental organizations (disability, aging, cultural communities)
- Independent living centers
- Local government disability, aging, mental health, child welfare, and social service agencies
- Community Emergency Response Teams (CERTs) and Citizen Corp Councils
- American Red Cross, Salvation Army, other VOADs



Community Planning

Securing Functional Needs Expertise

- Community involvement in planning and exercising
- Establishing a Functional Needs Advisory Committee
- Appointing a Functional Needs Advisor



Resources

Executive Order 13347 *Individuals with Disabilities in Emergency Preparedness*. The White House.

- <http://edocket.access.gpo.gov/2004/pdf/04-17150.pdf>

Disability Preparedness Resource Center. Interagency Coordinating Council on Emergency Preparedness and Individuals with Disabilities.

- <http://www.disabilitypreparedness.gov>

Nationwide Plan Review Phase II Report. U.S. Department of Homeland Security.

- http://www.dhs.gov/xlibrary/assets/Prep_NationwidePlanReview.pdf

Accommodating Individuals with Disabilities in The Provision Of Disaster Mass Care, Housing, And Human Services, A Reference Guide. The U.S. Department of Homeland Security – Federal Emergency Management Agency and Office for Civil Rights and Civil Liberties.

- <http://www.fema.gov/oer/reference/>

The Paradigm Shift in Community Planning. The U.S. Department of Homeland Security – Federal Emergency Management Agency and Office for Civil Rights and Civil Liberties.

- <http://www.disabilitypreparedness.gov/paradigm.htm>.

- **Comprehensive Preparedness Guide 301**. U.S. Department of Homeland Security – Federal Emergency Management Agency and Office for Civil Rights and Civil Liberties.

- <http://www.fema.gov/pdf/media/2008/301.pdf>



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Resources (Cont.)

Hurricane Ike Impact Report: Impact Assessment White Paper. U.S. Department of Homeland Security Office for Civil Rights and Civil Liberties.

- http://www.disabilitypreparedness.gov/pdf/ike_snp.pdf

Public Health Workbook to Define, Locate and Reach Special, Vulnerable, and At-Risk Populations in an Emergency (Draft). U.S. Department of Health and Human Services, Centers for Disease Control and Prevention.

- <http://www.bt.cdc.gov/workbook/#download>

ADA Best Practices Tool Kit for State and Local Governments. U.S. Department of Justice.

- <http://www.usdoj.gov/crt/ada//pcatoolkit/chap7shelterchk.htm>

Preparing the Workplace for Everyone. Accounting for the Needs of People with Disabilities. U.S. Department of Labor, Office of Disability and Employment Policy.

- <http://www.usdoj.gov/crt/ada//pcatoolkit/chap7shelterchk.htm>

Effective Emergency Management: Making Improvements for Communities and People with Disabilities. National Council on Disability.

- http://www.ncd.gov/newsroom/publications/2009/NCD_EmergencyManagement_HTML/EffectiveEmergencyManagement.html



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Resources (Cont.)

- **At Risk Populations and Pandemic Influenza. *Planning Guidance for State, Territorial, Tribal, and Local Health Departments.*** Association of State and Territorial Health Officials (ASTHO).
 - http://www.astho.org/pubs/ASTHO_ARPP_Guidance_June3008.pdf
- **Office for Access and Functional Needs.** State of California, Office of Emergency Services.
 - <http://www.oes.ca.gov/WebPage/oeswebsite.nsf/Content/7CC19449AF7EEC028825748E0059F8BE?OpenDocument>
- **Tips for First Responders.** New Mexico Department of Health.
 - <http://www.health.state.nm.us/ohem/first-responders.htm>



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**Identifying and Using Resources for
Effective Preparedness and
Response for Seniors and Persons
with Disabilities**

**2010 Integrated Medical, Public Health
Preparedness and Response Training Summit**

May 12, 2010

Presenters

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Senior Program Analyst

Division of At-Risk, Behavioral Health, and Community Resilience

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U.S. Department of Health and Human Services

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Emergency Preparedness Coordinator

U.S. Administration on Aging

U.S. Department of Health and Human Services

Presentation Agenda

Key Term Definitions and the C-MIST Concept

Moira Shea, HHS/ASPR

Individuals with Disabilities and Emergency Preparedness Tools and Resources

Brian Parsons, DHS/CRCL

Keeping Older Americans Safe and Healthy in Emergencies

Irma Tetzloff, HHS/AoA



United States Department of

Health & Human Services

Assistant Secretary for Preparedness and Response (ASPR)



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Provider



At-Risk Survey



Review Of Systems



Physical Exam



Diagnosis *

Resource Index

Not Selected



Communication



Vision

Medical Care



Hearing

Independence



Cognitive

Supervision



Speech

Transportation



Limited English Proficiency



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Assistant Secretary for Preparedness and Response (ASPR)



At-Risk Survey



Review Of Systems



Physical Exam



Diagnosis *

Resource Index

Level 1 - person is able to function independently and manage daily living activities (non-medical attendant or companion)



Communication



Medical Care

Independence

Supervision

Transportation

IV / Tube Feeding

Dependent on Electrical Equipment

Dialysis

Oxygen / Suction

Chronic Wound

Bed Sore



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At-Risk Survey



Review Of Systems



Physical Exam



Diagnosis *

Resource Index

Not Selected

Communication



Need Caregiver

Medical Care



Need Medical Equipment



Independence



Need Service Animal

Supervision

Transportation



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At-Risk Survey



Review Of Systems



Physical Exam



Diagnosis *

Resource Index

Not Selected

Communication



Need Parent or Guardian

Medical Care




Dementia / Alzheimer's

Independence



Psychiatric

 Supervision

Transportation



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Provider



At-Risk Survey



Review Of Systems



Physical Exam



Diagnosis *

Resource Index

Not Selected

Communication

Medical Care

Independence

Supervision



Transportation



Need Accessible Vehicle
(Wheelchair, etc.)



Need Mass Transportation



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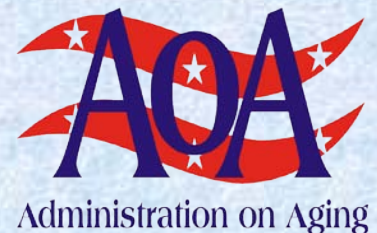
Keeping Older Americans Safe and Healthy in Emergencies

Irma Tetzloff

U.S. Administration on Aging

Department of Health and Human Services

May 12, 2010



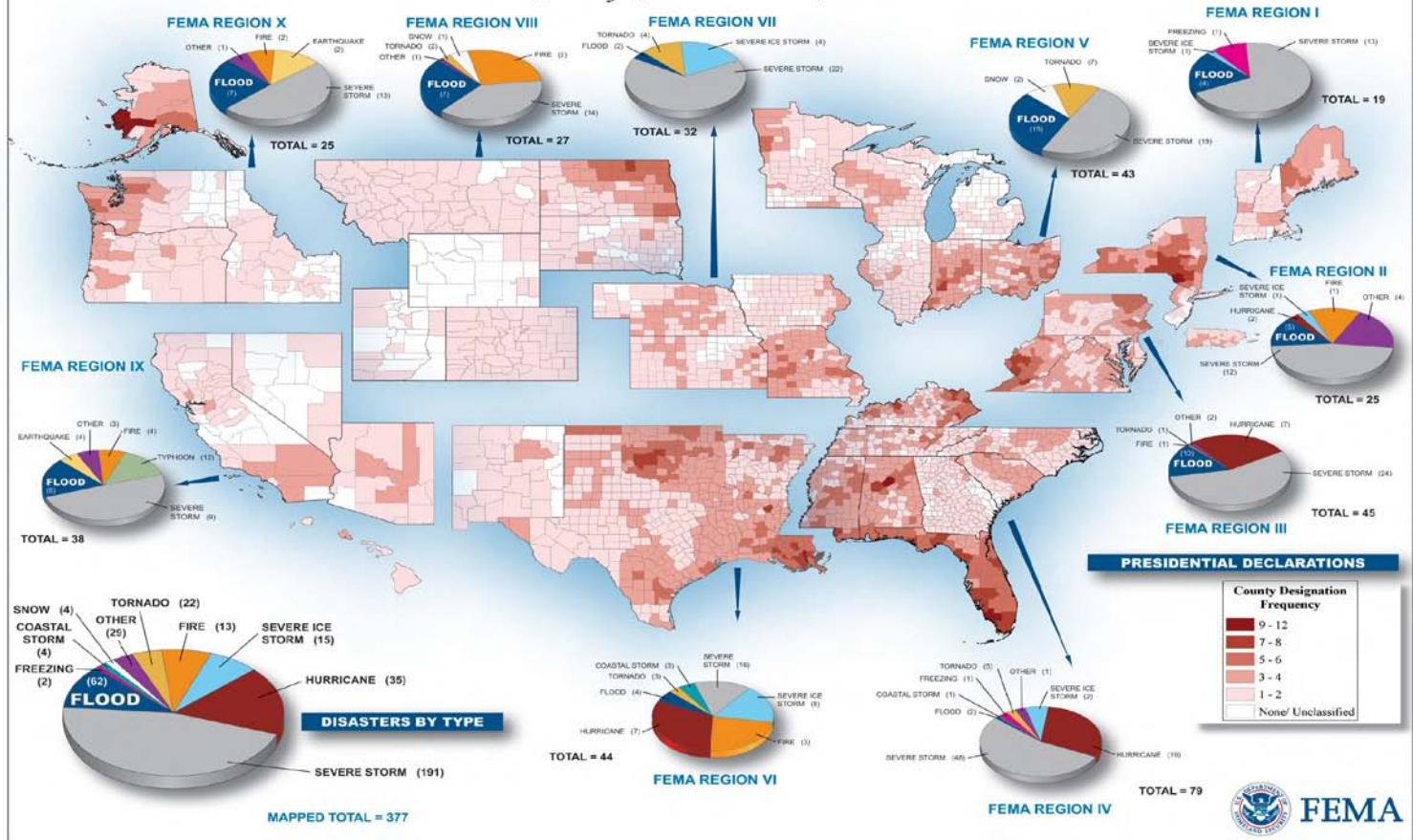
We Know

- All types of major disasters can happen anywhere, anytime
- A Presidential disaster has been declared in nearly every State with many States having several declarations

Frequency of Disasters (2000 – 2007)

PRESIDENTIAL DISASTER DECLARATIONS

January 3, 2000 to March 3, 2007



Demographic Changes

- Population over the age of 65 expected to reach 40 million in 2010
 - 5 million – age 85+ and nearly 100,000 are age 100+
- Age 60+ will increase 15% in next 5 years
- More older women than men
 - Half of women over age 75 live alone.
 - Men more likely to be married

Vulnerability in Times of Disaster

- Approximately 50% of the 65+ have two or more chronic health problems which increase their vulnerability:
 - Congestive heart disease, asthma and other respiratory diseases, diabetes, advanced renal disease, cancer, arthritis, and Alzheimer's disease
- 42% have some functional limitations
 - In addition to chronic conditions, may have poor eyesight, have difficulty hearing and have limited mobility and generally need help with mobility

Changes in How Americans Live

- More elderly live in the community in their own homes, not the nursing homes
 - About 1/3 live alone, rest live with an elderly spouse, with families, in congregate settings, and other
 - Only 1.7 million (5%) live or are in nursing homes
 - Half of the women age 75+ live alone
- Baby boomers turning 65 causing growth in senior population -- nursing home beds rising also

Many are homebound and require daily assistance

- May have home-health care
- May have Alzheimer's disease
- Most older people take 4-8 or more prescription drugs and over-the-counter drugs each day (problematic if they don't have them on hand)



Some Elderly Require 24/7 Care

- Some are bed ridden
- May need dialysis, cancer care or hospice services
- Are on life support systems such as continuous oxygen, in a motorized wheelchair or need continuous personal care

Community Caregiving Systems

- Seniors living in the community have interdependent caregiving arrangements
 - Arrangements are fragile
 - Caregivers may be frail as well
 - Family may provide care nights and weekends
 - Friends and neighbors help with groceries, doctors appointments, picking up prescriptions
 - Functionally impaired older persons may require 50 hours of personal care per week*

*(Older Americans 2008, Key Indicators of Well-Being)

Community Assistance



May have help
with:

- Chore services
- Accessible transportation
- Meals
- Many have some paid help.

Why is this important?

- Without quick and attentive interventions, at-risk seniors may quickly require substantial medical care
- Early and appropriate interventions save lives and valuable responder time

Importance (continued)

- Post Katrina reports noted that of the 1330 persons died in the storm and its aftermath – 70% were over the age of 60
- The illness rate for New Orleans residents 65+ was four times greater the year after Katrina -- visits emergency departments increased 21%*
- Louisiana had 350,000 evacuees over age 65 which caused monumental difficulties about where they could go and how to get them there

*

(2009 American Journal of Managed Care)

In a Disaster Event

- When a disaster occurs, supportive care arrangements disintegrate quickly
- Without support, older persons quickly slip into ESF#8 health and medical services needs
- With support, many continue function in the ESF #6 human services arena

Administration on Aging (AoA) and the Aging Network Can Help

- AoA has a nationwide network of State and Tribal organizations, Area Agencies on Aging and supportive services providers who know and can help with the elderly living in the community
 - Area Agencies (AAAs) and services providers offer day-to-day support care for over 11 million for older persons and their caregivers nationwide
 - AAAs fund case managers, transportation, congregate and home delivered meals, in-home assistance, caregiver support

What is the Aging Network

- The Nationwide Aging network includes:
 - 56 State Agencies on Aging
 - 629 Area Agencies on Aging
 - 244 Tribal organizations reaching 400 Tribes
 - 20,000 aging services providers
 - Thousands of volunteers
 - Partnerships with home health care systems and community human services agencies

Aging Network Core Services

- Community services
 - Information and Assistance
 - Adult Day Care
- Supportive services –
 - Transportation
 - In-home care
- Nutrition services
 - Congregate meals – usually served on site at a senior center or community facility
 - Home Delivered Meals (Meals on Wheels)

For Instance--

Nationwide, the Aging Network served:

- 11 million elderly and their caregivers during the year

Provided:

- 2 Million information and assistance contacts
- A million hours of adult day care
- 94.8 million congregate meals and 141 million home delivered meals
- 28.5 million units of transportation services, some with accessible vans, and
- Provided intensive supportive care for 3 million older persons who were able to continue living in their own homes rather than a nursing home

Services for Native Alaskans, Native Hawaiians and Native Americans

- Older Americans Act provides grants to some 244 Indian Tribes for
 - Outreach
 - Nutrition Services
 - Supportive Services – for help with chronic disease care, help in rural areas

Eldercare Locator

- **Nationwide toll-free number –
1-800-677-1116 (9:00 a.m. to 8:00 p.m.)**
- Helps older adults, families, caregivers and others find information and resources for supportive assistance for elders needing help.

Aging and Disability Resource Centers (ADRCs)

- Collaborative funding by AoA and the Centers for Medicare/Medicaid Services (CMS)
 - Single point of entry for accessing public and private resources
 - Assist seniors and individuals with disabilities to access LTC care resources:
 - One or more ADRC in nearly every state

National Family Caregiver Support Program

- Caregiving assistance and support for spouses, parents, older relatives and friends
 - Individual and group counseling and training
 - Respite care
- Supports grandparents caring for persons age 18+ with intellectual and developmental disabilities

LTC Ombudsman

- Professionals and volunteers who advocate on behalf of nursing home residents, board and care homes, assisted living facilities and other adult care facilities
 - Southern California LTC Ombudsman -- invaluable in tracking and assisting with relocation of nursing home residents along with families during the southern California fires

Elder Abuse

- Programs help law enforcement, health care providers and other professionals to:
 - Identify and respond to elder abuse, neglect and exploitation
 - Provide legal assistance to protect rights and prevent fraud
- Elder abuse and fraudulent practices major worry post disaster

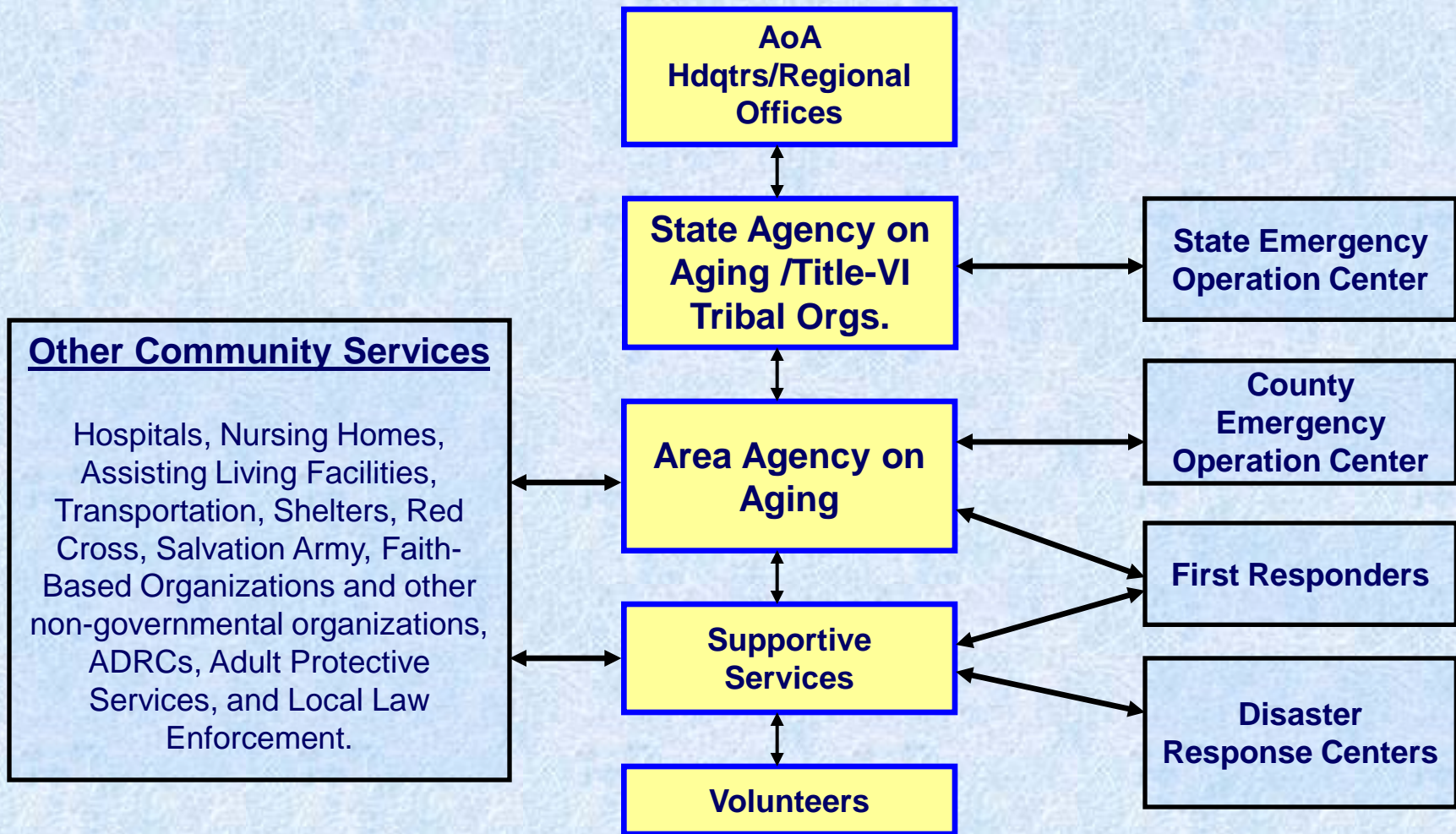
Elder Rights/Legal Services

- Legal Assistance helps older persons understand their rights and exercise informed decision-making
 - Invaluable help in preventing contractor fraud post-disaster
- Help with elder abuse investigations
- Contractor scams and fraud in recovery

Alternative Strategies for care of “at-risk” elderly & persons with disabilities

- Must be added to State and local planning
- Some assume that 40% of care providers may be affected at some point
 - Supportive community care services may be greatly reduced endangering frail individuals dependent on these services
- Overburdened health care systems may have to limit ongoing/routine medical care

Collaborative Approaches for Preparedness/Response for the Elderly



To Summarize

- Elderly and persons with disabilities may be somewhat invisible, but **must** be included in emergency preparedness planning and response
- Health and safety of older persons are a priority
 - Must have day-to-day supportive and health care assistance and prescriptions
- Communication, collaboration, and accurate and timely information critical

Aging Network is making great progress

Important player during Hurricane Andrew (category 5 in Homestead, FL)

- Dramatic turning point, many elderly would have perished from the heat, from exhaustion, and lack of supportive care without the local aging services support
- Florida now has a model system we can all aspire to

Other Noteworthy States

- Aging Network in the Gulf Coast States through multiple hurricane and tornado events work closely with state and local emergency EOCs, the Red Cross and VOADs
- Alabama –creating some 16 “safe” centers for shelter and care of the elderly during disasters,
- Texas – responders heavily on assistance from the State and Area Agencies on Aging

More Excellent Examples

- New York – post 9/11, New England States – snow and ice storms, flooding, power outages
 - Rhode Island – outstanding care of seniors in recent floods
- North and South Dakota – winter storms and floods
- Iowa – post serious floods
- California – earthquakes and fires

Work Must be Ongoing

- Those areas that have have experienced one or more serious disasters are convinced, work closely with state and local EOCs
 - Local emergency staff have networked, engaged in interactive planning and stay in touch
- Communication systems are well established
- Community leaders and professionals engage in local plan development

To Be Effective:

- Must have committed staff and involvement of community members
- New staff need to be trained with periodic reinforcement and practice
- Plans need to be practiced and updated regularly
- Can never do enough public education awareness for community and family planning

Resources

U.S. Administration on Aging Website Emergency Preparedness and Response

<http://www.aoa.gov/AoARoot/Preparedness/index.aspx>

Regional and State Agency Disaster Officers

- This is a listing of the current contact information for Regional and State personnel working with preparedness and response:
http://www.aoa.gov/AoARoot/Preparedness/Resources_Network/pdf/disasterofficersdirectory.pdf

Just in Case: Emergency Readiness for Older Adults and Caregivers.

- This fact sheet provides step-by-step information to help older adults prepare for a disaster/emergency. It includes helpful checklists, contact lists, and a medication list that can be filled in. It is also available in [Spanish](#).
http://www.aoa.gov/AoARoot/AoA_Programs/HCLTC/Caregiver/docs/Just_in_Case030706_links.pdf

Resources (continued)

Disaster Preparedness: Home and Community-Based Services for People With Dementia and Their Caregivers

- This toolkit outlines actions states and area agencies can take to empower caregivers to make informed decisions about the special needs of people with dementia at a time of emergency or disaster.

http://www.aoa.gov/AoARoot/Preparedness/Resources_Network/pdf/Toolkit_2_Disaster_Preparedness.pdf

Emergency Assistance Guide 2006

- Information and material in this Guide are based a number of recent experiences faced by State and Area Agencies on Aging and aging services providers following the Gulf Coast hurricanes and other natural and man-made disasters of recent years.

http://www.aoa.gov/AoARoot/Preparedness/Resources_Network/2006_Assist_Guide.aspx

Disaster Preparedness Manual

- This manual is a good resource for those interested in more basic information on emergency/disaster preparation and assistance.

http://www.aoa.gov/AoARoot/Preparedness/Resources_Network/manual/disaster_assist_manual.aspx

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