Chapter 13
Emergency Management and Preparedness

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Section I: Purpose and Goals of Emergency Management

A. Purpose:

1. To develop and implement essential and reliable communication, coordination, and delivery of services for elders across government agencies, the aging network and care provider systems at the private, non-profit, and public levels.

2. To facilitate emergency preparedness and disaster planning at federal, state, and local levels. The Department of Elder Affairs, other agencies whose charters require services to elders and the Florida Division of Emergency Management, should assist local governments in facilitating emergency preparedness and disaster planning for older persons.

B. Goals:

1. Encourage the integration of a coordinated federal, state, and local emergency response plan for elders in the state's Comprehensive Emergency Plan in the event of public health emergencies, catastrophic events, or disasters. To foster an environment that promotes well-being for Florida's elders and enables them to remain in their homes and communities.

2. Provide education, demographic information, training and technical assistance on disaster planning and emergency response for elders to increase public awareness, create a culture of preparedness and provide expertise to local, state, and federal officials.

3. Support efforts to improve access and transportation to special needs shelters, including improvements to the special need's registry, and ensure the appropriateness of services available at special needs shelters.

4. Support efforts to improve and standardize special needs shelter procedures for discharge planning and transition assistance for elders in the event of a public health emergency, catastrophic event, or disaster.

5. Develop a comprehensive planning template and sample plan for communities to use in preparing to address unique needs of elders to mitigate the effects of public health emergencies, catastrophic events, and disasters.

6. Seek support to identify resources available to locate and contact elders in the general population who are not currently receiving assistance or services from the aging network, but who may require assistance during a public health emergency, catastrophic event, power outage or disaster.

7. Work with local emergency response agencies and county emergency operations centers to maximize their ability to plan and meet the needs of elders during public health emergencies, catastrophic events, or disasters.

8. Develop a coordinated team effort, including all the expertise and capabilities of the aging network, to ensure the safety and ongoing care of the elderly prior to, during and following a disaster; and

9. Support the efforts of Area Agencies on Aging (AAAs), service agencies, and community-based service providers to maintain their ability to deliver services to older persons and communities to minimize any disruption of critical services.

Section II: Legal Authority

- Chapter 252 (Emergency Management), Florida Statutes
- Chapter 381 (Public Health), Florida Statutes
- Administration for Community Living: Emergency Preparedness https://acl.gov/emergencypreparedness
- Federal Emergency Management Agency (FEMA): FEMA manages federal response and recovery efforts following any national incident. FEMA also initiates mitigation activities, works with state and local emergency managers, and manages the National Flood Insurance Program.

Section III: Overview

The Office of Emergency Operations and Disaster Preparedness of the Florida Department of Elder Affairs focuses its efforts to reduce the vulnerability of the people and property of this state; to prepare for efficient evacuation and shelter of threatened or affected persons; to provide for the rapid and orderly provision of relief to persons and for the restoration of services and property; and to provide for the coordination of activities relating to emergency preparedness, response, recovery and mitigation among and between agencies and officials of this state, with similar agencies and officials of other states, with local and federal governments, with interstate organizations, and with the private sector.

The State's policy for responding to disasters is to support local emergency response efforts. In the case of a major or catastrophic disaster, however, the needs of residents and communities will likely be greater than local resources. In these situations, the state must provide effective, coordinated, and timely support to communities and the public.

A. Disaster and Emergency Categories**:** Disasters and emergencies are categorized as four types of incidents:

1. Natural: hurricanes, tornadoes, extreme thunderstorms, earthquakes, floods, wildfires, extreme heat, and other such events;
2. Man-Made: large fires, hazardous material spills, major transportation

accidents, explosions, nuclear power, terrorist events, use of weapons of mass destruction, mass migration, special events and civil unrest;

3. Technological: utility and information technology failures; and

4. Biological: pandemic influenza and public health events.

B. Preparedness is activity taken for an emergency before it occurs that facilitates the disaster response to save lives, minimize damage, lessen the impact of an emergency, and facilitate recovery. It is important to not just plan, but to prepare as well. Government agencies at all levels have an obligation to prepare themselves and the public for emergencies. The key to effective emergency management is being ready to provide a rapid emergency response. Preparedness activities include:

- Development of shelter and evacuation plans;
- Establishment of warning and communication systems;
- Training of emergency response personnel;
- Conducting of tests and exercises and determining logistics;
- Educating the public about what they can do; and
- Evacuating designated persons pre-event and sheltering them until the threat passes.

C. Personal preparedness: Area Agencies on Aging, community groups, service providers, businesses, and civic and volunteer groups, are also strategic partners in this effort to create a culture of preparedness among the state's elders by educating the elderly population about the necessity of taking personal responsibility to have an emergency plan ready in advance of emergency events which includes:

- Evacuation and sheltering plans;
- Transportation;
- Food, water, and ice;
- Medications and prescriptions;
- Fuel;
- Emergency contact information;
- Important documents, including living wills;
- Housing;
- Plan for pets; and
- Checks, credit cards, debit cards and/or cash.

D. Business preparedness: Businesses, including AAAs, should have Disaster/Emergency Preparedness plans to ensure continuity of operations and the ability to continue to provide services.

E. Response is defined as activities that occur immediately before, during or directly

after an emergency or disaster.

1. Response activities include:
    - Activation of the emergency operations plan;
    - Activation of warning systems;
    - Staffing the emergency operations centers;
    - Implementation of shelter or evacuation plans; and
    - Provision of emergency medical services.

2. First responders are responsible for:
    - Alerting and notifying both the public and partner agencies;
    - Providing protection for citizens and property;
    - Search and rescue;
    - Emergency medical services;
    - The welfare of the public; and
    - Restoration of critical services.

F. Recovery is assistance provided to return a community to normal or near- normal conditions, resulting in the restoration of a functioning community.

1. Recovery activities include:
    - Damage assessments;
    - Repair;
    - Reconstruction;
    - Outreach;
    - Temporary housing;
    - Loans or grants;
    - Disaster unemployment insurance;
    - Providing financial assistance;
    - Counseling programs; and
    - Ongoing care.

2. Short-term recovery returns vital life-support systems, including societal underpinnings (fire protection, EMS, law enforcement, power, water, and sewer), to minimum operating standards.

3. Long-term recovery may continue for years after a disaster and seeks to return life to normal or improved levels.

Section IV: Homeland Security and Federal Emergency Preparedness and Disaster Planning

A. Homeland Security: The United States Department of Homeland Security (DHS) is a Cabinet department of the Federal Government of the United States with responsibility of protecting the territory of the United States from terrorist attacks and responding to natural disasters. The department was created from 22

existing federal agencies, including the Federal Emergency Management Agency (FEMA). The Department of Homeland Security/Emergency Preparedness and Response (EP&R)/FEMA will maintain the National Response Plan. The Plan will be updated to incorporate new Presidential directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events. The federal government acts in a supporting role, to provide assistance, logistical support, and certain supplies.

B. Federal Disaster Assistance falls into three general categories:

1. Individual Assistance: Aid to individuals, families, and business owners through FEMA. Eligibility requirements will be released at the time of the disaster.

2. Public Assistance: Aid to public, and certain private non-profit entities, for specified emergency services and the repair or replacement of disaster-damaged public facilities. Agencies involved in the response to or recovery from a disaster are eligible for reimbursement of the costs caused by the disaster. To obtain this assistance, it is necessary for agencies to have a written record and to keep track of expenditures, hours worked, etc. Agencies should work with emergency management officials to determine what types of expenditures are eligible for reimbursement and how to best track them.

3. Mitigation Assistance: Aid to improve infrastructure conditions that will lessen the impact of a similar disaster in the future.

Section V: State Responsibilities

A. State of Florida

1. Chapter 252, Florida Statutes, (State Emergency Management Act) mandates the development of Florida's Comprehensive Emergency Management Plan (The Plan). The Plan establishes a framework through which the State of Florida prepares for, responds to, recovers from, and mitigates the impacts of a wide variety of disasters that could adversely affect the health, safety and/or general welfare of the residents of the State. The Plan provides guidance to State and local officials on procedures, organization, and responsibilities, as well as provides for an integrated and coordinated local, State, and federal response.

2. Emergency Support Functions (ESF): To facilitate effective operations, the Plan adopts a functional approach that groups the types of assistance to be provided into 18 Emergency Support Functions. Each ESF is headed by a lead or primary agency or organization, which has been selected based on its authorities, resources, and capabilities in that functional area.

B. Department of Elder Affairs

1. The mission of the Department of Elder Affairs (DOEA), designated Emergency Coordinating Officer is to ensure the safety and security of Florida's elders by establishing reliable communication, coordination, and delivery of services across governmental agencies, the aging network, and care provider systems at the private, non-profit, and public levels.

2. Emergency Response Plan: The Department of Elder Affairs shall devise a written Disaster/Emergency Response Plan that outlines the response process when a disaster/emergency is reported. The plan shall include a Comprehensive Emergency Management Plan (CEMP) and Continuity of Operations Plan (COOP). The Response Plan must:
   - Be practical and simple;
   - Be comprehensive, covering the entire range of disasters to which all or any portion of the state may be vulnerable; and
   - Outline a comprehensive and effective program to ensure continuity of essential functions under all circumstances.

3. Emergency Coordinating Officer: The Department shall designate an Emergency Coordinating Officer and an Alternate Emergency Coordinating Officer (Chapter 252.365(1), (2), (3), Florida Statutes). The Emergency Coordinating Officer is responsible for:

   a. Emergency Response Plan: Formulating the written Disaster/Emergency Response Plan which includes a Comprehensive Emergency Management Plan (CEMP) and a Continuity of Operations Plan (COOP)

   b. Coordinating: Coordinating with the Division of Emergency Management on emergency preparedness issues, preparing and maintaining emergency preparedness and post disaster response and recovery plans for the Department;

   c. Maintaining Rosters: Maintaining an updated roster of emergency contacts for the Department of Elder Affairs, key agencies with which DOEA will coordinate response and recovery activities, the Division of Emergency Management, the State EOC, and designated emergency operations officials of the AAAs;

   d. Training: Coordinating appropriate training for Department personnel;

   e. Liaison: Establishing and maintaining liaison with other elements of state government including the State EOC, FEMA, Homeland Security, AOA and local representatives of the aging network; staffing the State EOC to direct and coordinate the response and recovery efforts for elders needing assistance following an emergency event; and serving as the primary liaison with the AAAs,

Comprehensive Assessment for Long-Term Care Services (CARES) Offices, the Long-Term Care Ombudsmen, and the DOEA program offices. Elders may be aging in place and living independently in the community or residing in long-term care facilities or nursing homes.

f. Communications: Communicating, as needed, with various entities such as:
- The executive branch of state government;
- Other units of state government including the State EOC;
- Homeland Security and FEMA personnel;
- Department of Health and Human Services, Administration on Aging, the Centers for Disease Control and the Centers for Medicare and Medicaid Services personnel;
- Area Agencies on Aging;
- Lead agencies and service providers;
- Representatives of local and county government units;
- Representatives of non-profit, faith-based, and volunteer agencies and organizations;
- Community groups and organizations; and
- The public.

g. Emergency Response Plan Technical Assistance: Providing technical assistance to the AAAs in the development of their written Disaster/Emergency Response Plans, to include a Comprehensive Emergency Management Plan (CEMP) and Continuity of Operations Plan (COOP) by:
- Providing guidelines and templates for each plan, and
- Receive and review the Area Agency on Aging plans on an annual basis for plans required to be submitted annually on May 1st.

h. Education: Promoting disaster preparedness and education among DOEA personnel, elders, and the aging network.

4. Coordination Functions: Under the leadership of the Emergency Coordinating Officer, the DOEA shall review the State Comprehensive Emergency Management Plan and take necessary actions to encourage the integration of a coordinated federal, state, and local emergency response plan for elders. DOEA and the Emergency Coordinating Officer shall:

a. Leadership Role: Assume a leadership role in disseminating information concerning the DOEA Continuity of Operations Plan and the Disaster/Emergency Response Plan; ensuring other units of state government, the AAAs, and ACL understand what is planned.

b. State Disaster/Emergency Plan Inclusion: Ensure the DOEA's inclusion in the State Disaster/Emergency assistance planning.

c. Disaster/Emergency Assistance: Ensure that agencies involved in Disaster/Emergency assistance understand what services and information DOEA can provide and ensure DOEA, and the AAAs understand what services and information other agencies can provide.

d. Working Relationships: Establish working relationships with federal, state, and local emergency officials, members of the aging network, and key stakeholders responsible for providing services and disaster/emergency assistance to elders.

e. Educational Process: Initiate an educational process, which makes emergency responders and organizations aware of the unique needs of older persons.

5. Location and Identification of Elders: DOEA and the AAAs must be able to estimate the number of elders who may be affected by a disaster/emergency in an area. Strategies must be developed to locate elders who reside in the residential community or those living in care facilities.

a. AAA Elder Identification Efforts: Area Agencies on Aging are responsible for identifying elders, not just the clients they serve but elders located in the general population, who may be at risk due to disruption of services (e.g., lack of food, power, water, sewer, medicine, fire protection, emergency medical service, law enforcement, and/or continuity of care). Based on AAA figures or other sources, each AAA must develop a set of maps for the area served by the AAA to include:

- Residential Sites: Key sites where older persons reside including residential communities, senior housing/condominiums, and/or neighborhoods having clusters of senior housing;

- Congregate Sites: Locations of senior centers, congregate meal sites, and other sites where seniors congregate; and

- Assistance Sites: General location of sites providing services or assistance for older individuals.

b. DOEA: DOEA shall develop a set of maps which generally display the

following information:

i. Older Population Density: State and county maps showing population densities of older persons by age; and

ii. Elder Service Needs: State and county maps showing densities of older persons by program/service needs.

c. Elder Location Maps Elder Location Data & Information: AAA current client roster information should be compiled and checked against DOEA provided client roster information in order to ensure that up-to-date and detailed information about the location of elders, and general location of sites providing services or assistance within a given geographic location, are readily available in the event of a natural disaster or other emergency event.

Client roster information should, at a minimum, include designation of Department of Emergency Management (DEM) evacuation zone for each client address listed, so that emergency services can be prioritized for those clients located in the most vulnerable areas.

6. Information Flow:

a. Non-Emergencies: During non-emergency situations, the DOEA Emergency Coordinating Officer serves as the primary liaison for initiating or receiving messages related to disaster/emergency preparedness and response and is responsible for ensuring the flow of information and directives among the AAAs, ACL, and emergency officials.

b. Emergencies: In anticipation of and during emergency situations, DOEA shall perform the following tasks:

- Information Flow: Devise and monitor procedures to ensure the orderly flow of information in anticipation of and during emergency conditions to establish and maintain vertical and horizontal communications with appropriate agencies and personnel;

- Emergency Memorandums: Notify the potentially affected AAAs on actions to be taken in the event of disasters/emergencies.

c. Briefings: Conduct regular conferences, face-to-face or by phone, or virtual with affected AAAs and key on-site elements of the Aging Network;

d. Pre-event: Establish the AAA's state of readiness, identify unmet needs, determine actions to be initiated and monitor compliance; and

e. Post-event: Determine the impact of the event on the Area Agency on Aging, the AAA's staff, and the elderly within the service area, identify unmet needs, determine actions to be initiated and monitor compliance.

7. Other information (suggested):

- Source of report and contact information in the event more information or clarification is needed.
- Waiver needs
- Critical issues
- Action needed
- Number of elderly served by the AAA before the disaster
- Counties or area affected
- Number of elderly in the affected area
- Institutional facilities needing assistance with evacuation, including number of residents
- How much of the Aging Network is operational
- What are the immediate needs today
- Types and Number of clients with special needs (dementia, non-ambulatory, mental health, substance abuse, evacuation with pets, etc.)
- Number of injuries *(please note source of information)*
- Number of fatalities *(please note source of information)*
- Number of clients evacuated or displaced *(please note source of information)*
- Assistance with evacuations needed or requested
- Number of homes/property affected (structural damage, mold, etc.)

- Total number of clients affected
- Translation services needed
- Number & location(s) of senior centers damaged
- Number of vans/buses/vehicles damaged
- Number & location(s) of meal production facilities damaged
- Other Aging Network property of facilities damaged
- Aging Network Services (or supplies) provided of those affected by the disaster
- Quantity of such services (or supplies) provided to those affected by the disaster (e.g. number of meals)
- Services/supplies that are needed but not available or being provided
- Whether support is needed from the States or the federal government
- Identify supporting agencies (e.g., Red Cross, healthcare providers
- Services/supplies provided from other agencies
- Unmet needs
- Providers/contractors functioning at decreased capacity
- Providers/contractors closed and/or unable to function
- Describe coordination with local emergency management officials, FEMA, etc.
- Overall Status Summary of the impact of the incident to elders
- Number of special needs shelters and census (breakdown of elders, disabled, children if possible)
- Number of general population shelters and census of elders
- Total number of shelters and total census (estimate)

- Screening or needs assessments being done at shelters
- List unmet service needs in shelters
- Aging Network staff assigned to any shelter
- Need for ADA compliant special needs shelter
- Power outages / electricity available
- Roads open
- Phone and internet access available
- Whether staff is available for deployment
- Whether staff needs additional support

8. Monitor and Coordinate with the State Emergency Operations Center's to track missions, ensure the fulfillment of the missions and escalate the missions, as appropriate, view reports and info messages, and keep informed of new developments and vital statistics during emergency activation. If necessary, work with counties to ensure requests for assistance and/or supplies are entered as missions in support of requests by the aging network.

9. Special Needs Shelter Discharge Planning: DOEA is responsible for assisting counties, that have been severely impacted by a natural or manmade disaster and exhausted all local resources, in discharge planning for special needs shelter clients.

10. R esponse Team Deployment: Response teams are activated to provide resource and logistical support to local jurisdictions to assist with discharge planning and transition of clients to appropriate services and resources within the community. DOEA shall deploy multiagency special needs shelter discharge planning response teams to assist local areas, as necessary.

11. The Disaster Recovery Centers are placed in readily accessible facilities or mobile offices where applicants may go for information about FEMA or other federal disaster assistance programs, in addition to state programs and local services. When the State Recovery Desk announces the locations for the DRCs, they will request that a variety of state agencies and non-profits organizations provide staffing. The Department of Elder Affairs coordinates staffing as requested.

12. Assist with Disaster Related Grants: The Department may assist impacted agencies in preparing paperwork to apply for Administration on Aging, FEMA, and other disaster-related grants. The Department acts as a funnel for ACL funds to the affected AAAs and local service providers.

13. Restore Attention to Program Basics: The continuing conduct of service programs for the large number of persons who were not directly affected by the disaster/emergency will serve as a steadying influence on the AAAs and local service providers. As the effects of the disaster/emergency are dealt with, geographic or program areas should return to routine services.

Section VI: AAA Responsibilities

Area Agencies on Aging (AAAs) are designated by the Florida Department of Elder Affairs and play a pivotal role in assessing community needs and developing programs that respond to those needs. These agencies also act as advocates for improved services for older persons and their families. During a disaster or emergency, the AAA must respond to meet the immediate needs of those affected.

A. Emergency Preparedness:

1. Emergency Response Plan: To maintain a state of readiness, the Area Agency on Aging shall develop a written Disaster/Emergency Response Plan that outlines the response process when a disaster/emergency is reported. The plan shall include a Comprehensive Emergency Management Plan (CEMP) and Continuity of Operations Plan (COOP) including a Pandemic Annex. The AAAs shall submit their Disaster/Emergency Response Plan to the Emergency Coordinating Officer of the Department of Elder Affairs annually, on or before May 1st, for review.

a. The Response Plan must have the following components:

- Simplicity: Be practical and simple;
- Comprehensive: Be comprehensive and relevant to the variety of disasters that potentially could hit the geographic area serviced by the Area Agency on Aging; and
- Ensure Program Continuity: Outline a comprehensive and effective program to ensure continuity of essential functions under all circumstances.

b. Elements: The following elements must be considered in the development of the written plan:

- Types of Incidents: Consider the types of

disasters/emergencies prevalent in the AAA service area;

- Capabilities/Limitations: Consider the AAA's capabilities and limitations;
- Clients: Consider the possibility that, due to the nature and extent of the disaster/emergency, the AAA might be called upon to provide services and assistance to elders who are not clients of the AAA or lead agencies;
- Responsibilities of ACL/DOEA: Consider the plans and responsibilities of ACL and DOEA;
- Relief Authority: Consider the organizations primarily responsible for relief authority and their role in the service (or impacted) area;
- Local, State, and Federal Disaster Response: Consider how the AAA's disaster response relates to and works with local, state, and federal disaster response teams;
- Redundant Plans: Consider the possibility that, due to the nature and extent of the disaster/emergency, service and product suppliers (such as those providing homemaker and personal care services, transportation, food, water and ice) might be overwhelmed and unable to provide services and/or products and have redundant/backup plans to obtain needed services and/or products;
- Elder Evacuees: Include a plan for providing services on an emergency basis for elder evacuees and relocations from other service areas or states; and
- Communications: Provide guidelines to ensure that adequate staffing will be available to continue daily operations and ensure that communications are maintained with DOEA.

2. Information and Referral (Elder Helpline): The plan must provide guidelines to ensure that the Elder Helplines will provide information and referral service during (when possible) and following a disaster/emergency event.

Each AAA as part of their contract maintains the operation of the Elder Helpline for its Planning and Service Area (PSA). The role the Helpline plays in disaster situations may vary by the phase of the disaster (i.e., preparedness, response, relief, and recovery). The Helpline shall have

the ability to effectively accumulate, validate, and disseminate accurate disaster related information, provide information and referral assistance for individuals impacted by a disaster, and provide community reports regarding inquirer needs and referrals. The AAAs are responsible for establishing reciprocal agreements within the aging network for the transfer of I&R services in the event of COOP activation.

The Helpline shall have in place mutual assistance agreements with other I&R services that include provisions for relocation of staff and/or redirection of calls. The Helpline shall have a written protocol for staff who are assigned to provide information and referral at local assistance centers (LACs) or other off-site locations. The Helpline shall ensure I&R specialists have the skills to respond effectively to people in crisis, work cooperatively with other organizations, remain flexible in a rapidly changing environment, are willing to work under adverse conditions (e.g. long hours or uncomfortable surroundings), are aware of their own stress level and coping mechanisms, respond appropriately in face-to-face communications, and work within boundaries of their I&R role. The Helpline shall ensure I&R specialists are knowledgeable about the government emergency response service delivery system, the types of services people typically need before, during, and following a disaster, the organizations that generally provide such services, the types of organizations that may be closed or otherwise unable to deliver services due to an emergency (e.g. government offices and courts), atypical services people may need to access (e.g. open hardware stores and functioning ATM machines), and the structure and contents of the disaster database and/or other approved sources of disaster-related information.

The Helpline shall develop, maintain, and/or use an accurate, up-to-date computerized resource database containing information about available community resources that provide services in times of disaster. Database records shall include descriptions of the services organizations provide and the conditions under which services are available and shall be indexed and accessed using the Disaster Services section of the AIRS/211 LA County Taxonomy of Human Services. The Helpline shall update the disaster resources annually, immediately prior to an anticipated disaster and throughout the response, relief, and recovery periods.

The Helpline shall have an alternative means for allowing staff to access disaster resources if computerized access is unavailable. The Helpline shall train staff on emergency operations and business expectations upon hiring and provide ongoing training at least annually. It is recommended that the Helpline actively participate in

community disaster exercises to test the Helpline's emergency operations plan.

B. Emergency Coordinating Officer: The AAA shall designate an Emergency Coordinating Officer and an Alternate Emergency Coordinating Officer. The Emergency Coordinating Officer is responsible for:

1. Emergency Response Plan: Formulating the written Disaster/Emergency Response Plan which includes a Comprehensive Emergency Management Plan (CEMP), a Continuity of Operations Plan (COOP) and a Pandemic Annex; A Comprehensive Emergency Management Plan (CEMP) establishes a framework for an effective system of comprehensive emergency management. The Plan describes the basic strategies, assumptions, operational goals and objectives, and mechanisms through which a jurisdiction will mobilize resources and conduct activities to guide and support emergency management efforts through preparedness, response, recovery, and mitigation. To facilitate effective operations, the Plan uses a functional approach to maximize the use of resources in a disaster situation.

2. A Continuity of Operations (COOP) Plan establishes policy and guidance to ensure the execution of an agency or organization's mission essential functions if the agency or organization is threatened or incapacitated, and the relocation of selected personnel and functions is required.

3. Each AAA needs to develop a Pandemic Annex to their Continuity of Operations Plan. A pandemic event will result in widespread illness and associated absenteeism from the workplace. This annex should include plans on how the AAA would continue mission- essential operations. The agency should develop a list of "mission- essential functions" performed by agency staff. Mission-essential functions are those duties and tasks that are of immediate importance to the agency's mission and the health and welfare of elder Floridians in the event of disaster or another crisis. Mission- essential functions include all duties and tasks directly associated with the delivery of life-sustaining services and/or the continued operations of critical agency infrastructure. Emergency staffing and backfill of existing positions will be of primary concern to provide essential services to the public.

4. Coordinating: Coordinating with local emergency management officials on emergency preparedness issues:

- Establish working relationships prior to disaster/emergency events with local emergency officials (county emergency operations staff, county sheriff, county health department special needs shelter unit managers, local fire and police departments, and other key team members on the community response teams);

- Participate in local emergency disaster planning;

- Ensure local emergency officials understand the role of the AAA and the AAA Emergency Coordinating Officer in emergency/disaster response;

- Provide local emergency officials with an inventory of community resources for the elderly; and

- Educate local emergency officials regarding the unique needs of the elderly, including special dietary requirements.

5. Maintaining AAA Emergency Contact Lists: Maintaining an updated list of emergency contacts for AAA staff to include:

- Telephone numbers: work, home, cell and/or satellite phones;
- E-mail addresses: work and home; and
- Emergency contact: name and telephone number(s).

6. Maintaining Emergency Contact Lists: Maintaining an updated list of emergency contacts for the Department of Elder Affairs, local emergency management agencies, AAA Lead Agencies, service providers, and key suppliers;

7. Maintaining AAA Emergency Response Rosters: Maintaining an updated list of AAA staff who can be called upon, in the event of a disaster, to help at Disaster Recovery Centers, Regional Operational Centers, or with discharge planning at Special Needs Shelters;

- Staff shall be identified as those having administrative/support skills or services/program skills;

- Rosters should be provided to the DOEA Emergency Coordinating Officer;

- Maintain hard copy printouts of client lists in the event of extensive power loss or loss of computer access; and

8. Training: Coordinating appropriate emergency/disaster preparedness and response training for AAA personnel;

9. Liaison: Establishing and maintaining liaison with other elements of local emergency management, local representatives of the aging network and the Emergency Coordinating Officer of DOEA;

10. Communicating with DOEA: Participating in regular conferences, face-to-

face or by phone, with DOEA during emergency events and providing current information regarding the impact of the event on the AAA, AAA staff, and the ability of the AAA to provide services to elders within the service area and identification of unmet needs;

11. Education: Promoting disaster preparedness and education among AAA personnel, elders, and the aging network; and,

12. Exercises: Participation in tabletop exercises conducted at the state and local levels.

C. AAA "Fit" in All Local, State and Federal Emergency Plans:

1. Emergency Chain of Command: All states, including Florida, have developed a systematic, written response to disasters. This response indicates a chain of command in the event of a disaster/emergency, including which local, state, and federal agency will take the lead in determining the scope of the disaster/emergency and requesting assistance from the federal government, when applicable.

2. State Government Responsibility: It is the responsibility of the state government to assist local government in implementing emergency management programs to protect life and property from the effects of hazardous events. This plan is based on the concept that the initial response to an emergency will be by local government agencies and the public and private entities, such as an Area Agency on Aging, which have been designated a role in a disaster.

3. Local Government Responsibility: It is the responsibility of local government to implement emergency management programs to protect life and property from the effects of hazardous events. The initial response to an emergency will be by local government agencies and local public and private entities, such as an Area Agency on Aging, which have been designated a role in a disaster.

4. Vertical and Horizontal Communication: Because of this process, most of the AAA's disaster/emergency preparation consists of establishing and maintaining vertical and horizontal communications with all who will work with the AAA when a disaster/emergency strikes.

5. Expectations of AAA: To determine who will perform which services in the case of a disaster/emergency, the AAA needs to understand what will happen and what will be expected of the AAA.

- AAA Role: The AAA will be a player in a community-wide response team.
- Community Response Team: As a member of the response team,

the AAA must develop a clear picture of all members of this community-wide response team.

D. Pre-planning Community Coordination:

1. Emergency Response System: The AAA shall identify the current Disaster/Emergency response system within its service area and determine the AAA's role within the system.

2. Aging Network Representation in Disaster/Emergency Response System: The AAA should work with municipal and county emergency management to ensure that the aging network is represented within the municipal and county emergency operations centers.

3. Community Resources: The AAA should provide an inventory of community resources and services for the elderly.

4. Special Needs Education: The AAA should educate the community and emergency organizations to the unique needs of the elderly and the AAA resources.

5. Community Organization Response Team: The AAA should forge alliances with community organizations that might assist in responding to disasters/emergencies affecting elders within the service area. Among the organizations that may be a part of the response team are the following:

- American Red Cross;
- Salvation Army;
- Civil Defense;
- Faith-based organizations;
- Volunteer and non-profit organizations;
- Department of Economic Opportunity;
- Business community;
- Neighborhood groups, homeowner, and condominium associations;
- Neighborhood watch groups; and
- Volunteer organizations.

6. Local Response Team: Local players in a response team:

- Local government (mayor, police, county authorities including county emergency operations staff);
- County sheriff;
- County Health Department – especially staff assigned to Special Needs Shelters and Department of Health Regional Special Needs Shelter Consultants;
- Local fire and police departments;
- Nursing homes and assisted living facilities; and

- Media (Is the warning system in place appropriate for cultural diversity, multi-lingual, and for persons with visual and hearing impairments).

7. Resources: Community resources to call upon to assist in the identification and location of elders requiring emergency assistance:

- Four-wheel drive, boat, and ham radio owners;
- Mail carriers;
- Grocery stores or pharmacies that deliver;
- Volunteer and community- based organizations and faith- based groups that visit homebound elders;
- Desk clerks of single occupancy hotels;
- Anyone trained in Disaster/Emergency response who knows the community;
- Meals on Wheels, Personal Care and Homemaker service providers; and
- Senior center staff.

8. Identification of Elder Persons: Area Agencies on Aging are responsible for identifying older persons, not just the clients they serve, but also elders located in the general population, who may be at risk due to disruption of services (e.g., lack of food, power, water, sewer, medicine, fire protection, emergency medical service, emergency medical service, law enforcement, and/or continuity of care). Immediately after a disaster/emergency, the AAA shall identify the number of elderly affected by the disaster/emergency. Information that will facilitate identification should be obtained in advance and incorporated into the Disaster/Emergency Response Plan. The following elements may assist in this endeavor:

- The latest Census information on the number of seniors by county;

- Maps that pinpoint concentrations of elderly people, including elders in the general population, assisted living facilities, nursing homes and retirement communities;

- A geographic map (GIS) with a demographic overlay would show the most vulnerable when disaster/emergency possibilities and geography are related, such as floods and hurricanes;

- Maps of concentrations of one-person senior households;

- Maps of concentrations of low income, minority, and ethnic groups. (Is an interpreter available if English is not their first language?);

- Locations of apartment dwellers whose needs might go unanswered

because of their solitude; and

- Specific data about the socio-economic characteristics of seniors. Often lower socio-economic individuals lack insurance and need more assistance than more economically secure persons.

9. AAA Maps**:** Based on the information obtained about the locations of elders within the service area, the AAA should develop maps indicating these locations and provide the maps to DOEA to be incorporated into DOEA's elder population density maps. Information should also be shared with local emergency officials to assist with planning efforts addressing the needs of vulnerable populations (elders, disabled and children). In addition to the location of elders within the service area, AAA maps should include the location of:

- Senior centers;
- Congregate meal sites; and
- Other locations that provide services and assistance to seniors.

10. Lead Agencies and Service Providers: The AAA should ensure that Lead Agencies and Service Providers within the service area of the AAA have:

- Written Disaster/Emergency Response Plans;
- Emergency contact lists for staff;
- Call down lists of clients; and
- Printed hard copy lists of clients in the event of prolonged power outages or loss of computer access.

11. Contracted Service Providers: The AAA should have Memorandums of Understanding in all contracts with service providers to ensure continuity of services in the event of a disaster/emergency.

E. Area Agency on Aging Functioning:

1. Chain of Command: In the event of a disaster/emergency, the AAA Executive Director and/or staff could well be affected. Personal homes, personal safety, and relatives and friends may need attention before it will be possible to assist in the response and resume the functions of the Area Agency on Aging. A specific chain of command should be in place designating the person(s) who will assume responsibilities during the critical response phase of disaster/emergency. Throughout the preparation stage, these individuals must be involved in the planning and preparation activities.

2. Response Activity Tools: At the time of disaster/emergency, the AAA Executive Director and/or designated staff will need in his/her possession tools to begin the response activity. These items should be assembled in a

secure enclosure, such as a suitcase, and kept in a secured and accessible location.

F. Emergency Response: Response is the phase of a disaster/emergency in which the AAA will work to meet the immediate needs of those affected by the disaster/emergency. The response phase is the initial reaction to ensure that everyone's safety, sanitation and security is intact. Until that is complete, the recovery phase cannot begin. When a disaster/emergency occurs, a good plan will allow the maximization of resources for the greatest assistance to elders. Contacts that were made and relationships developed during the preparation phase with the people and resources planning to respond to a disaster/emergency will prove beneficial during the response phase. The following are the elements of the disaster/emergency response:

1. Alert Staff/Institute Planned Call Tree:

- Telephone communication may not be possible; contingency plans for this should be in place. For instance, will staff all meet at the office? Where will staff meet if the office is destroyed? When should staff call to report their status? (Please provide updated information for the DOEA website to show the status of the AAA.)

- Depending on the scope of the disaster/emergency, staff may be victims. This should be the first question asked to staff: “How are you and members of your family?” “Are you safe and secure?” “What can we do to assist you so you can return to work to assist elders?”

2. Assign Duties:

- Assign duties for the operations of the AAA from prepared list. Have backup staff in place to provide relief to assigned staff. Ensure adequate rest and rotation of staff.

- Include plans to staff (as needed and/or requested) special needs shelters, general population shelters, essential services centers (ESC), disaster recovery centers (DRC) (including community outreach activities, if needed), senior centers, and county emergency operations centers.

3. Advanced Warning: When advanced warning is possible:

- Tasks cited 1 and 2. above should begin in anticipation of the disaster.

- Staff transportation will be the first requirement. Ensure all vehicles have full gas tanks.
- Staff communications will be important. Ensure that all cell phones,

satellite phones, and/or blackberries are charged.

- Staff must have proper identification to ensure they are recognized as authorized emergency support staff. Have AAA and, if available, emergency support staff credentials and identification. These should be coordinated with local emergency management officials.

4. Contact Key Providers:

- Ensure all providers have disaster/emergency contingency plans.

- Ensure that requirements for performance in a disaster/emergency are included in all contracts or as a Memorandum of Understanding. Emphasize the critical need for record keeping.

5. Organization: Begin Recordkeeping. This is critical. These records will be needed to track expenditures and utilization of resources, receive reimbursement from the appropriate federal or state sources later. Records should include, at a minimum, the following information:

- Mission number, if available;
- Staff time, including overtime;
- Any supplies;
- Number of contacts made with seniors;
- Type and unit of service provided;
- Resources and inventory used;
- Intake forms for all seniors;
- Any contracted services;
- Personal expenses; and
- Phone log (be specific).

6. Assessment:

a. Information: Within 24 hours of the disaster/emergency, collect sufficient information to determine the needed type, scope, and location of AAA disaster/emergency assistance activities. Communicate this information to DOEA and to local emergency management officials.

b. Resource Allocation: Information will help determine allocation of AAA resources, eliminate duplications, and increase effectiveness to meet the disaster/emergency need.

c. Types of Information: Collect information on:

- Numbers of affected elders including clients and those not typically receiving services but who, under normal

circumstances, are able to live independently;
- The kinds of services and supplies needed;
- Available resources;
- Availability of housing – both temporary and long- term;
- Need for nutrition, mental health, or medical services; and
- Scarcity and disruption of transportation.

d. Assess Geographic Scope of Disaster:

- Assess the amount of damage inflicted on impacted seniors; include demographic information (frail, low-income) and their short and long-term needs.

- Assume this initial assessment will be incomplete and imprecise.

- Look for service gaps and identify where additional services and resources are needed.

- Report to DOEA during daily conference calls and identify priority needs. Follow with an emailed report if email services are available.

e. Action Which May Need to be Initiated:

- Evaluation: Evaluate the operability of AAA offices and relocate, if needed. Notify DOEA of any AAA relocation.

- Contacts: Maintain contact with DOEA and county emergency operations for consultation and guidance regarding assistance, resources, and newly developing needs. All requests for assistance should be coordinated with local emergency management officials.

- If local resources have been exhausted, notify DOEA to ensure the unmet need is addressed at the state level. Request county officials to enter a mission number in EM Constellation so that specific information (what is needed, how much is needed, when it is needed, etc.) can be documented.
- Community Resources: Inform those people identified as community resources, such as faith-based groups and volunteers, that the AAA is available to assist isolated elderly.

- Information Sources: Maintain sources to obtain accurate

information and dispel rumors and panic.

f. Provide Emergency Services: Once the elders affected by the disaster/emergency and their needs are identified, the AAA should arrange for provision of needed services which may include:

- Food, water, and ice;
- Medications and health care;
- Personal needs and items (clothing, toiletries);
- Assistance in locating pets;
- Assistance in communicating with family and friends;
- Homemaker and personal care services;
- Debris removal;
- Mental health counseling; and
- Assistance in completing applications for disaster relief and assistance.

g. Intake Forms:

- Central File: All intake forms must be maintained in a central file for follow-up.
- Follow-Up: All seniors contacted by the AAA must have follow-up.
- Follow-Up Purpose: Follow-up is required because:
  - Additional needs will develop.
  - Additional resources will become available.
  - Services delivered and not delivered must be tracked.
  - This information will be critical for the AAA in prioritizing requests for assistance for elders affected by the disaster/emergency.

G. Emergency Recovery: The goal of recovery is sustained care offered over a longer period and is intended to assist people in resuming their normal, daily lives. There is no way to return people to their life, as it existed before the disaster/emergency. Too often, the mementos, landmarks, and tragically even the people that once defined their lives are no longer there. The goal is to move forward.

The Department of Elder Affairs, as part of Emergency Support Function 6 – Mass Care, is requested during recovery efforts to coordinate staffing for the Disaster Recovery Centers with the AAAs.

Note: *Elders are unique, and their reactions will be unique. For some, their life experiences have made it clear that change, even in a disaster/emergency, they will survive. For others, the disaster/emergency may seem to have destroyed all evidence that their life had value.*

1. Changes that Occur in the Recovery Phase:
    a. Complexity: Emergency needs are met; long-term solutions are more complex.
    b. Additional Resources: More resources become available.
    c. Long-Range Goals: Long-range planning and coordination become paramount.

2. Resources:

    a. Identification of Needs: The AAA will have staff, direct service providers, volunteers, subcontractors, etc., who work today with the affected elders and can identify their long-term needs.

    b. Resources: DOEA will assist the AAA in obtaining additional resources (if available and the AAA has effectively communicated and appropriately documented the extent of the need).

        - The AAA shall keep sufficient service and fiscal records to meet any reporting requirements.

        - The AAA fiscal manager or independent auditor should work with the AAA to ensure reporting systems and expenditures comply with established rules and regulations.

3. Client Exploitation: AAA staff, direct service providers, volunteers and subcontractors should be aware of the possibility of elders being exploited following disasters and, if suspected, should take appropriate actions. Exploitation of the disabled and the elderly due to a disaster is defined as any activity that takes advantage of a disaster circumstance to improperly and/or illegally utilize funds, assets, or property of that person via fraud, forgery, coercion, or deception, etc.

Section VII: Comprehensive Emergency Management Plan (CEMP):

A comprehensive emergency management program encompasses all hazards and all phases of related planning including mitigation, preparedness, response, and recovery. This includes business continuity, emergency and disaster planning, as well as all of the related specialty areas such as hazard identification and mitigation, emergency response, disaster recovery, business resumption, crisis management and continuity of operations to name a few.

Comprehensive Emergency Management Programs provide a complete approach for dealing with disruptions in both the public and the private sector. Comprehensive Emergency Management deals with day-to-day disruptions as well as managing response to, and recovery from, major disasters. A comprehensive program will enable both governments and businesses to deal with any emergency, thus protecting the entire community.

A Comprehensive Emergency Management Plan (CEMP) establishes a framework for an effective system of comprehensive emergency management. The Plan describes the basic strategies, assumptions, operational goals and objectives, and mechanisms through which a jurisdiction will mobilize resources and conduct activities to guide and support emergency management efforts through preparedness, response, recovery, and mitigation. To facilitate effective operations, the Plan adopts a functional approach that groups the types of assistance to be provided into Emergency Functions.

For more Information on the State's CEMP Plan, please visit this website below:
Comprehensive Emergency Management Plan | Florida Disaster

Section VIII: Continuity of Operations Plan (COOP)

The Department of Elder Affairs and the AAAs must have written disaster/emergency plans, which include a Continuity of Operations Plan (COOP). This plan must protect life and property, including vital records, while supporting clients with essential services until normal operations can resume.

For more Information on the State's COOP Plan, please visit this website below:
Preparedness Publications | Florida Disaster

Section IX: Response Activity Tools

- Hardcopy of client files.
- The list of phone numbers (AAA staff personal contact numbers, lead agencies and service providers, emergency management and response, DOEA).
- Hardcopies of the Comprehensive Emergency Management Plan, Continuity of Operations Plan, and the Pandemic Annex (Note: DOEAs COOP and CEMP plans are provided only to designated members of senior management, as they have been deemed confidential by Florida Statute.)
- Name badges and credentials for identification.
- Intake forms and rapid needs assessment forms.
- First Aid Kit.
- Insect repellent.
- Flashlight.
- Cellular phone, satellite phone, two-way radio, radio with batteries
- Office supplies.

- Rubber and/or latex gloves
- Cash
- Comfortable walking shoes

Section X: Indicators of Exploitation

A. Definition of Exploitation: Exploitation of the disabled and the elderly due to a disaster is defined as any activity that takes advantage of a disaster circumstance to improperly, and/or illegally utilize funds, assets, or property of that person via fraud, forgery, coercion, or deception, etc.

B. Indicators of Exploitation: The following signs and symptoms of financial or material exploitation can indicate exploitation. It is important to be particularly wary of these signs following a disaster.

1. Sudden changes in bank account or banking practices, including an unexplained withdrawal of large sums of money by a person accompanying the elder;

2. The inclusion of additional names on an elder's bank signature card;

3. Unauthorized withdrawal of the elder's funds using the elder's ATM card;

4. Abrupt changes in a will or other financial documents;

5. Unexplained disappearance of funds or valuable possessions;

6. Substandard care being provided or bills unpaid despite the availability of adequate financial resources;

7. Discovery of an elder's signature being forged for financial transactions or for the titles of his/her possessions;

8. Sudden appearance of previously uninvolved relatives claiming their rights to an elder's affairs and possessions;

9. Unexplained sudden transfer of assets to a family member or someone outside the family;

10. The provision of services that are not necessary; or

11. An elder's report of financial exploitation.

C. To Report Exploitation within a FEMA Program:

1. Call the Fraud Hotline at (800) 323-8603. The hotline is operated 24 hours a day, seven days a week.

2. Written alerts or complaints can be mailed to:
   Office of Inspector General
   Federal Emergency Management Agency
   500 C Street, SW
   Washington DC 20472

3. If civil rights have been violated while receiving disaster assistance, contact FEMA's Equal Rights Office. Officers ensure equal access to all FEMA disaster programs. The FEMA Equal Rights Office can be contacted at (202) 646-3535 (TTY: (202) 646-7651).

D. How to Protect Yourself: Fraud & Price-Gouging After a Hurricane:

1. Reporting: Within the State of Florida during a declared emergency, call the Florida Attorney General's Hotline at 1-866-966-7226.

2. Price-Gouging: The State of Florida enacted a law that prohibits "price-gouging" after a declared state of emergency. The law bans unconscionable prices in the rental or sale of essential commodities, which would include lumber, ice, water, chemicals, generators and other necessary goods and services following a disaster.

3. Checking on Contractors: Even in such a situation as a disaster, it is still important to obtain more than one estimate for repairs and to check on the qualifications and credentials of anyone working on your home. You can contact local consumer agencies, as well as your county occupational license bureau and the state professional regulation division, to determine if the contractor is licensed, has any complaints or violations on record, and is insured. You will also want to ask for references of satisfied customers and contact those people and examine the work done.

4. Check the Contract Payment Terms: Contracts can be negotiated so they do not totally favor the contractor. You never want to pay the contractor too much in advance and especially not for work yet to be performed. Payments should be broken down such as one-third up front, one-third when a certain significant stage of work is done, and the final payment when all work is completed. You will also want to obtain releases of liens and a final contractor's affidavit.

5. Only do business with reputable contractors and businessmen.

E. How to File a Complaint with the Department of Agriculture and Consumer Services: The Florida Department of Agriculture and Consumer Services (DACS)

functions as the state's clearinghouse for consumer complaints. They assist consumers with information, protection, and complaints, regardless of whether they regulate that industry**.** Upon receipt, they review each complaint and take the following action:

1. If the complaint falls within another agency's jurisdiction, it is referred to that agency;

2. If the complaint falls within DACS jurisdiction, they attempt informal mediation to resolve the consumer's dispute and evaluate the business for compliance with applicable statutory provisions; or

3. If a complaint is filed against a business that is not regulated by any federal, state, or local government entity, DACS will attempt informal mediation to resolve the consumer's dispute.

4. If a complaint is filed against a business that is not regulated by any federal, state, or local government entity, DACS will attempt informal mediation to resolve the consumer's dispute.

5. Contact Information: If you have any additional questions, please contact the Florida Department of Agriculture and Consumer Services at 1-800-HELP-FLA (435-7352) if you are calling from within Florida; (850) 410-3800 if you are calling from outside of Florida; or 1-800-FL-AYUDA (352-9832) ¡Español!

F. Long-Term Care Ombudsman Program: The Long-Term Care Ombudsman Program (LTCOP) advocates for residents of skilled nursing facilities, assisted living facilities and adult family care homes. The program is housed within the Department of Elder Affairs (DOEA).

1. Composition: The LTCOP is comprised of 18 local councils across Florida, all offering free, localized services to residents of long-term care facilities and their families.

2. Responsibilities: Ombudsmen investigate and resolve complaints submitted by, or on behalf of, residents of long-term facilities who are 60 years or age or older (F.S.400.0060).

a. Monitor development and implementation of federal, state, and local laws, regulations, and policies applicable to long-term care facilities and recommend any policy changes;

b. Maintain a statewide reporting system to collect and analyze data;

c. Provide information regarding long-term care facilities; and

d. Annually inspect each long-term facility to ensure the health, safety, and

welfare of the residents.

3. Contact Information: To ask for an Ombudsman's assistance, request a group presentation, or learn more about the program, call toll-free 1-888- 831-0404.