

PEOPLE WITH ACCESS AND FUNCTIONAL NEEDS SHELTER ANNEX (PAFN)

BACKGROUND

This People with Access and Functional Needs (PAFN) Shelter Annex is to be used in conjunction with the California Department of Social Services (CDSS) Mass Care and Shelter (MCS) Plan in large-scale, multi-county, interregional emergencies and disasters. The Basic MCS Plan and the PAFN Shelter Annex will provide the structure, policies, procedures, and forms for CDSS Disaster Operation Center (DOC) activation and operations when sheltering for PAFN is required.

Recent disasters in the United States, such as 9/11 and hurricanes in the south - particularly Katrina, reinforced lessons documented regarding management, policy and training issues related to emergency response and preparedness. The catastrophic scope and impact of the events on PAFN made the response to the disasters even more complex.

PAFN includes people with a variety of visual, hearing, mobility, cognitive, emotional, mental disabilities, and physical limitations. It also includes some older people, people who use assistive devices, people who use service animals, and people who are dependent upon prescription medications. Since the needs of PAFN during emergencies are more complex, specific planning for this population is necessary. The PAFN Shelter Annex describes the planned response associated with large-scale natural disasters, and national security emergencies. This annex does not address normal day-to-day emergencies or the well-established and routine procedures used in coping with such emergencies. The operational concepts of this annex will include the development of a "Functional Assessment and Service Team" (FAST) structure. The FAST structure will identify the type of staff, supervisory, and training needs required for FAST members who will be deployed to support PAFN in shelters. It will define the alert, notification and deployment procedures for FAST members.

Population Statistics

The Center for Personal Assistance Services compiled statistics on the number of people with disabilities and/or need for self-care assistance based on data from 2004 Census Bureau's American Community Survey. The following is data concerning California population with disabilities:

Total California Population

(Ages 5+) 32,409,000 of which 4,878,000 have disabilities (15.1%)

(Ages 65+) 3,652,000 of which 1,575,000 have disabilities (43.1%)

Because this was a household survey, PAFN populations living in institutions, such as nursing homes, were not included.

Note: up to 2/3 of the people with disabilities may have family caregivers. It is important to shelter and maintain families together.

PLAN MAINTENANCE

This PAFN Shelter Annex Plan will be maintained by the CDSS. The overall plan will be reviewed and revised, as necessary, but no less than every 5 years. The plan may also be revised after new learning occurs during actual events, table top exercises, etc. Selected elements of the plan will be updated as needed. Plan updates and revisions will include:

- Update of names, phone numbers, pager numbers, addresses and other contact information.
- Changes in operating procedures and organizational structures.
- Policy changes.
- Legislative changes.
- Maintain and update Agency/Association Information.

Planning Assumptions

- Local government has emergency plans and procedures for sheltering the general population.
- Local government has agreements with adjacent jurisdictions that allow for cooperative sheltering consistent with the Emergency Services Act and the Master Mutual Aid Agreement.
- Local government has responded to sheltering needs by activating its emergency response plan.
- Local government has taken actions to shelter victims prior to requesting assistance through the normal SEMS Structure.
- The sheltering requirement has overwhelmed local government's resources and capabilities and assistance is required from outside the operational area (OA).
- Federal resources will be available to CDSS to support sheltering requirements if State resources are inadequate to meet the need.
- All processes and procedures as defined in the PAFN Shelter Annex will be implemented as needed.

PAFN Emergency Management Goals

- As needed, provide PAFN with a safe, sanitary and secure shelter.
- Provide effective coordination of state resources in support of local governments for mass care and shelter of PAFN.
- Provide guidelines for the American Red Cross (ARC), other State agencies, local governments and non-governmental organizations in determining sheltering needs of PAFN.
- Provide accurate documentation and records required for cost recovery efforts.
- Identify available state resources for meeting the needs of PAFN prior to, during, and after an emergency/disaster.

ORGANIZATION OF CDSS PAFN CATASTROPHIC EVENT SHELTER ANNEX

This plan is composed of the following sections:

BASIC ANNEX

Primary information relating to plan assumptions, plan goals, training and exercises, maintenance of the plan, elements for preparedness, response, recovery and mitigation phases of emergency management for PAFN.

Appendices

- PAFN Functional Needs Evaluation Framework (CMIST) (Appendix A)
- Functional Assessment and Service Team (FAST) structure (Appendix B)
- PAFN Glossary (Appendix C)
- FAST Training Matrix (Appendix D)
- Personal Assistant (PA) Duty Statement (Appendix E)
- California Department FAST Position Table (Appendix F)
- PAFN Assessment Flowchart (Appendix G)

Introduction

Purpose

The purpose of this Annex is to establish an effective process for activating and operating a state mass care and shelter delivery system for PAFN during a major emergency/disaster. It describes the responsibilities and actions required for the effective operation of the mass care and shelter response. It provides an overview of the operational concepts and responsibilities for providing coordinated resources to support local government in their efforts to provide safe, sanitary, and secure care and shelter to PAFN in a disaster or emergency. This annex will ensure:

- Integration of mass care and shelter response and recovery functions for PAFN is included in the overall response to disasters by the State, as directed by the California Emergency Management Agency (Cal EMA).
- The rapid activation of required care and shelter response and recovery elements for PAFN is included in the establishment of the CDSS response.
- The rapid alert, notification, and deployment of FAST are implemented.

AUTHORITIES AND REFERENCES

Shelter operations for PAFN will be conducted as outlined in this document and in accordance with State law, the State Emergency Plan, the California Emergency Services Act, the CDSS Administrative Order, and the State Mass Care and Shelter Plan.

PREPAREDNESS ELEMENTS

Emphasis on preparedness for PAFN will:

- Define the term “PAFN” as it applies to this plan.
- Establish PAFN Shelter Operation Guidelines.
- Ensure PAFN shelters are safe, sanitary and secure.
- Define the state agencies and their role in providing support for sheltering of PAFN.

In addition, CDSS will coordinate emergency shelter operations with other non-governmental organizations (NGOs) such as the ARC and The Salvation Army (TSA), Community Based Organizations (CBOs) and Volunteer Organizations Active in Disasters (VOAD) who work with and have volunteers who are trained to work in shelters will be utilized in assisting emergency shelter agencies when available.

EMERGENCY MANAGEMENT PHASES

Emergency management activities during peacetime and national security emergencies are often associated with the four emergency management phases as indicated, however, not every disaster necessarily includes all indicated phases.

This section describes the appropriate emergency management phase response actions for the care and sheltering of PAFN as follows:

- Preparedness Phase (including increased readiness)
- Response (including Pre-emergency, Emergency Response, and Sustained Emergency)
- Recovery
- Mitigation

A catastrophic disaster in California may result in total or partial destruction of necessities such as food, water and shelter. Infrastructure damage may disrupt communication and transportation systems. When such damage and disruptions occur, large numbers of victims may require temporary care and shelter provided by government and NGOs. This problem is even more significant for victims who have disabilities and/or are elderly. The activities described in the PAFN Shelter Annex are designed to meet these needs

The CDSS is prepared to coordinate with other state agencies and NGOs the necessary MCS activities required in all emergency management operations for the sheltering of PAFN in California. This includes preparedness, response, recovery and mitigation. The general activities associated with each of these phases are as follows:

Phase 1 - Preparedness

The preparedness phase involves activities taken in advance of an emergency. These activities develop operational capabilities and effective response to a disaster. These

actions include mitigation, emergency/disaster planning, training, exercises and public education. Those entities identified in this plan as having either a primary or support mission relative to response and recovery should prepare operating procedures and checklists detailing personnel assignments, policies, notification rosters, and resource lists.

During this phase, the Disaster Services Section of CDSS will:

- Participate on committees established to consider the criteria and methodology for activating large-scale, state coordinated shelters for PAFN. This includes issuing reports of findings and making recommendations.
- Prepare plans and standard operating procedures.
- Develop resource lists and contacts with supporting agencies and organizations in other jurisdictions.
- Develop, implement, and participate in readiness training programs and exercises with affected agencies and organizations.
- Encourage state agencies tasked to support CDSS in MCS to develop plans and exercise readiness procedures for sheltering of PAFN.

Increased Readiness

The warning or observation that an emergency is likely or has the potential to require activation of the PAFN Shelter Annex will initiate increased readiness actions.

Appropriate actions include, but are not limited to the following:

- Review and update procedures for the activation, operation and deactivation of the PAFN Shelter Annex.
- Review the current status of all resource lists.
- Initiate contact with supporting agencies and organizations involved with assisting the sheltering of PAFN.
- Request information from supporting agencies and organizations regarding the number of people trained in emergency management functions necessary for sheltering of PAFN.
- Request information from supporting agencies/organizations and jurisdictions regarding the number of trained people available for deployment to assist in sheltering for PAFN.
- Develop preliminary staffing plans for deploying trained personnel to assist in the sheltering of PAFN.
- Review and update the PAFN Shelter Assessment Flowchart.
- Review and update the PAFN FAST structure.

Phase 2 - Response

Pre-Emergency

When a large-scale disaster is inevitable, actions are precautionary and emphasize protection of life. Typical response actions may include:

- Establishment of shelters by ARC and local government.
- Activation of the PAFN Shelter Annex.
- Activate the FAST alert, notification, and deployment procedures.
- Review the Resource Directory of the Basic Mass Care and Shelter Plan for experts in site locations.
- Assess the availability of trained personnel from supporting agencies and public and private organizations.
- Review RIMS reports.
- Begin coordination with ARC for number and status of sites opened and population of each site.
- Evaluate the number of FAST members required for assessing PAFN at each site.
- Develop a list of available FAST members for possible deployment to shelter sites.
- Contact available FAST members for possible deployment to evacuation centers.

Emergency Response

During this phase, emphasis is placed on saving lives and property, control of the situation and minimizing effects of the disaster. Immediate response is accomplished within the affected area by local government agencies and segments of the public and private non-government sector. CDSS will coordinate with supporting agencies the activation of personnel for availability to respond to the needs of the PAFN as shelter sites are opened. Response actions may include:

- Alert and notify FAST members and Personal Assistants (PA) for possible deployment.
- Notify other personnel regarding possible deployment.
- Deploy FAST members as needed.
- Maintain a log of trained FAST and PA assignments, personal information (i.e. name, organization, personal emergency information, site location, shift hours, future schedules, staffing changes that may have occurred because of personal emergencies, etc.).
- Activate the process of procuring supplies, equipment, and materials needed to support FAST

CDSS monitors and reports continuing needs for, as well as level of provisions required/requested for PAFN such as:

- Sheltering;
- Mass feeding and water supply ;
- Registration and identification services;
- Service animal care;

When all of the above needs have been met, the response activities will begin to transition into the Recovery Phase.

Sustained Emergency

During a sustained emergency, the CDSS will assist local government agencies, ARC, and NGO/CBO/VOAD in the provision of mass care, registration, and the orderly transition of PAFN from mass care and shelter to more independent/supported living environments. Such assistance may include:

- Deploy additional staff from supporting agencies/organizations to assist in expanded DOC, REOC, SOC and JFO Care and Shelter Operations for PAFN.
- Contact supporting agencies/organizations for additional staff to be recruited and trained as replacement FAST members for sheltering of PAFN.
- Deploy additional FAST members to assist ARC and local governments with shelter operations for PAFN as additional sites are opened.
- Coordinate with ARC and local governments the ongoing status of sites (i.e. new sites, closed sites, sites needing more or less assistance, etc.)
- Maintain communication with supporting agencies/organizations on the availability of additional trained FAST members.
- Continue maintaining a log of FAST members' assignments (site location, shift schedule, schedule changes, etc.).
- Define steps to implement orderly transition from PAFN population to permanent, temporary/interim housing, assisted living, or other arrangements appropriate to their condition.
- Assist the designated lead agency with the transition from mass care to independent/supported living environments for PAFN. This may be a local, state or federal agency.
- Identify possible resources needed to transport PAFN to independent/supported living environments.
- Implement a tracking system for PAFN who is transferred from shelter(s) to other environments.

Phase 3 - Recovery

During the recovery phase, procedures for PAFN will include:

- Review and update the action plans and objectives for recovery operations for PAFN.
- Along with representatives of federal, state, county and city agencies, as well as representatives of ARC, TSA, NGOs and CBOs, participate in the coordination of the implementation of assistance programs and establishment of support for PAFN.

The recovery period for PAFN has major objectives that may overlap, including:

- Develop and implement outreach services for PAFN that will provide service delivery options.
- Assist with recovery efforts that are operated out of local or disaster recovery centers to help return evacuees to individual or family living environment.
- Continue to assist with the provisions of mass care and shelter services for PAFN.

- Assist Cal EMA and the Federal Emergency Management Agency (FEMA) with tracking the PAFN care and shelter in order to equalize caseloads in the surrounding geographic area.

CDSS will cooperate with involved agencies in the continuing transition of PAFN from mass care and shelter to independent/supported living environments during the recovery phase. The CDSS will complete all reports and documents including:

- Compilation and summarization of information from all supporting agencies/organization to complete an After-Action Report, and a Corrective Action/ Improvement Plan for PAFN populations.
- Completion of Lessons Learned/After-Action Plan.

Update and revise PAFN Shelter Annex to incorporate information obtained from the Lessons Learned/After-Action Plan.

Phase 4 - Mitigation

Mitigation efforts occur both before and following disaster events. Post-disaster mitigation is part of the recovery process. Eliminating or reducing the impact of hazards which exist within the State and are a threat to life and property are part of the mitigation efforts. Mitigating these hazards, both before and after a disaster is particularly important when evaluating the impact on people with disabilities and/or elderly. Mitigation tools include:

- Maintain cooperative community relations between state, local, public and private organizations.
- Provide public information - stress home pre-planning, independent planning and personal empowerment.
- Provide ongoing training for volunteers involved with assisting people with disabilities and/or elderly.
- Encourage recruitment of volunteers as FAST members for supporting agencies and public and private organizations to assist PAFN during emergencies.
- Incorporate State Mitigation Plan Elements into PAFN Shelter Annex.

RESPONSE ORGANIZATION/STRUCTURE IN A CATASTROPHIC EVENT

The following table is an overview of the statewide MCS organization following implementation of this PAFN Shelter Annex. This table indicates the source of management personnel for large-scale MCS activities during both peacetime and war emergencies for PAFN. A discussion of the responsibilities of each organizational level follows.

LEVEL	SOURCE	Agency / Title
Local	Care and Shelter Coordinator	Local Government, public and private organizations
Operational Area	OA Care and Shelter Branch Coordinator	County Government
Regional Operations (REOC)	Care and Shelter Branch Coordinator	CDSS
State Operations (SOC)	CDSS Agency Liaison	CDSS

Operational Area (OA) Level

As the onset of a disaster is at the local level, it is imperative that shelter plans at the local level include procedures and protocols for meeting the needs of PAFN before, during and after a disaster. This is assumed to be an OA responsibility.

The PAFN Shelter Annex includes coordinating CDSS DOC staff with its supporting partners to develop the FAST structure that will train staff and volunteers who will be assisting PAFN in shelter facilities.

Regional Level

Because of its size and geography, the State has been divided into six mutual aid regions. The purpose of a mutual aid region is to provide for the more effective application and coordination of mutual aid and other emergency related activities.

Three Regional Emergency Operations Centers (REOC) have been established, one in Southern California, one in Coastal California (Oakland), and the third in Northern California. Once the REOC is activated, Cal EMA may request that CDSS activate the Care and Shelter Branch. The DOC Manager will designate a Care and Shelter Assistant to activate the REOC Care and Shelter Branch. Requests for use of resources related to PAFN sheltering will be forwarded to the SOC MCS Coordinator. Certain requests for additional resources outside of the CDSS may be forwarded to the DOC Manager.

State Agency Level

California State Departments will coordinate with other state agencies and non-governmental agencies to provide assistance in shelters for PAFN. Each department will provide valuable expertise in their area of responsibility at the PAFN Shelters. The DOC manager will designate an Agency representative to be assigned to the State Operations Center (SOC).

- **California Department of Social Services (CDSS)**

CDSS serves as the coordination and communication link between State and Federal disaster care and shelter response system for PAFN. During an emergency CDSS will:

- Activate the CDSS DOC for response operations.
- The DOC Manager will be responsible for appointing staff necessary to activate this PAFN Shelter Annex.
- The DOC manager will appoint a CDSS Liaison to respond to requests for PAFN resources from Cal EMA.

- **Department of Rehabilitation (DOR)**

DOR's responsibility is to support Cal EMA, CDSS, and any other department requesting assistance. DOR's role/actions in a disaster are:

- Provide technical assistance and referrals to agencies/departments for assuring that disaster response information is available for individuals with disabilities.
- Compile and maintain lists of:
 - Sources that can provide Durable Medical Equipment (DME).
 - Contacts for assistance from Independent Living Centers (ILC) after regular business hours.
 - Interpreters with sign language abilities for people who are deaf or have hearing limitations.
 - Interpreters who are proficient in languages other than English.
- Assist shelters with evacuation planning and identifying resources for relocations of people with disabilities.

- **Department of Developmental Services (DDS)**

DDS provides expertise in assisting CDSS in identifying the shelter needs of people with certain types of disabilities during emergencies and will coordinate with other state and non-governmental agencies to ensure safe and secure sheltering to people with developmental disabilities.

- **State Independent Living Council (SILC)**

SILC was established as an independent council to the DOR. In cooperation with DOR, the SILC sets the policy and monitors the implementation of the state's network of Independent Living Centers (ILCs). To ensure safe, sanitary and secure sheltering SILC will:

- Coordinate with agencies and councils at the state and federal levels to activate the assistance of disability and aging-focused organizations to ensure that services to people with disabilities are delivered affectively.

- **California Department of Aging (CDA)**

CDA provides expertise in appropriate sheltering needs during emergencies and will coordinate with other state and non-governmental agencies to ensure safe and secure sheltering of seniors and people with disabilities. During disasters CDA will assist with coordination of their 33 community CDA Centers (Area Agencies on Aging – AAA) to ensure that:

- Appropriate services and support are provided for seniors at shelters.
- Appropriate dietary needs of seniors are provided when possible.

- **Department of Alcohol and Drug Programs (ADP)**

ADP provides expertise in appropriate sheltering needs/requirements for people with alcohol and drug dependency issues. They facilitate services, working with counties and drug treatment providers. During emergencies ADP can provide:

- Alcohol and Drug Counselors and practitioners.
- Drug treatment providers.

- **Department of Mental Health (DMH)**

DMH coordinates with counties and private agencies to assist in getting mental health professionals. DMH provides mental health workers during a disaster in the following two ways:

- Coordination with the County Disaster Mental Health Coalition to identify qualified individuals who could be deployed to assist CDSS in shelter operations.
- Work with DMH Long Term Care Services Division, which administers the State Hospitals. This source of staffing is only provided if it does not jeopardize the hospital operations.

- **Emergency Medical Services Authority (EMSA)**

Emergency Medical Services Authority works with CDSS to determine medical or public health requirements of shelters. Under the authority of EMSA, California Medical Volunteers (CMV) is an online registration of volunteers who may be deployed to assist with medical and public health issues during emergencies and disasters. During a state or national disaster, the system will be accessed by authorized medical/health officials at the State Emergency Operations.

- **Department of Public Health (DPH)**

Department of Public Health works with CDSS to determine medical or Public health requirements of shelters.

- **California Volunteers**
Currently under development

Federal Level

- **Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA)**

The DHS/FEMA serves as the main Federal government contact during emergencies, major disasters and national-security emergencies. When the State has exhausted all resources needed for care and shelter in a catastrophic event, Cal EMA will request assistance from DHS/FEMA.

- **American Red Cross (ARC)**

The ARC provides emergency mass care in coordination with government, public and private agencies. It receives its authority from a congressional charter. In a catastrophic event, the ARC may coordinate disaster relief activities with:

- Private organizations, such as The Salvation Army (TSA).
- National and local VOADs, such as Independent Living Centers (ILC Non-governmental Organizations NGO), Community Based Organizations (CBOs), etc.
- Members of the faith-based organizations (FBOs).