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# **CHAPTER 8**

## **Emergency Management and Preparedness**

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**Purpose and Goals of Emergency Preparedness**

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**PURPOSE AND GOALS OF EMERGENCY PREPAREDNESS:**

The purpose and goals of a comprehensive Emergency Management and Disaster Preparedness Program are as follows:

**Purpose:**

- A.** 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.
- B.** To facilitate emergency preparedness and disaster planning at federal, state and local levels. The Department of Elder Affairs (DOEA), other agencies whose charters require services to elders and, in particular, the Florida Division of Emergency Management, should assist local governments to facilitate emergency preparedness and disaster planning for older persons.
- C.** To ensure that government is sensitive to the unique needs and resources of elders. Some elders will have increased physical, mental and emotional needs during emergencies, requiring assistance to initiate protective actions. Those in institutions and with limited mobility may require extensive transportation efforts and assistance. Still other actively involved elders can serve as useful resources supporting the emergency response as they bring years of expertise to bear on the situations.

**Goals:**

- A.** Encourage the integration of a coordinated federal, state and local emergency response plan for elders in the state's Comprehensive Emergency Plan (CEMP) 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.
- B.** 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.

**Purpose and Goals of Emergency Preparedness**

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- C.** Support efforts to improve access and transportation to special needs shelters, including improvements to the special needs registry, and ensure the appropriateness of services available at special needs shelters.
- D.** 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.
- E.** 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.
- F.** 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.
- G.** Work with local emergency response agencies and county emergency operations centers to maximize their ability to plan for and meet the needs of elders in the event of public health emergencies, catastrophic events or disasters.
- H.** Develop a coordinated team effort, including all of 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
- I.** Support the efforts of Area Agencies on Aging (AAAs), service agencies, and community-based service providers, including home health care providers, to maintain their ability to deliver services to older persons and communities in order to minimize any disruption of critical services.

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**SPECIFIC AUTHORITY:**

**A. Section 20.41, Florida Statutes:** The Department of Elder Affairs is designated as the state unit on aging as defined in the federal Older Americans Act of 1965, as amended, and shall exercise all responsibilities pursuant to that act. In accordance with the federal Older Americans Act of 1965, as amended, the Department shall designate and contract with AAAs in each of the Department's Planning and Service Areas (PSAs). Area Agencies on Aging shall ensure a coordinated and integrated provision of long-term care services to the elderly and shall ensure the provision of prevention and early intervention services. The Department shall have overall responsibility for information system planning. The Department shall ensure, through the development of equipment, software, data and connectivity standards, the ability to share and integrate information collected and reported by the AAAs in support of their contracted obligations to the state.

**B. Chapters 252 and 381, Florida Statutes:** Chapter 252 (Emergency Management) and Chapter 381 (Public Health), Florida Statutes

**C. Administration on Aging:** *Emergency Assistance Guide 2006* promulgated by the United States Health and Human Resources, Administration on Aging (AoA). The entire contents of the Administration on Aging: *Emergency Assistance Guide 2006* may be found at the following website:  
[http://www.aoa.gov/AoARoot/Preparedness/Resources\\_Network/2006\\_Assist\\_Guide.aspx](http://www.aoa.gov/AoARoot/Preparedness/Resources_Network/2006_Assist_Guide.aspx)

Additional helpful information for the Aging Services Network and Other Professions may be found at:  
[http://www.aoa.gov/AoARoot/Preparedness/Resources\\_Network/index.aspx](http://www.aoa.gov/AoARoot/Preparedness/Resources_Network/index.aspx)

**D. Robert T. Stafford Disaster Relief and Emergency Assistance Act:** as amended by Public Law 93-288, June, 2006 Subchapter VI--Emergency Preparedness § 601. Declaration of policy (42 U.S.C. 5195). A copy of the Stafford Disaster and Emergency Assistance Act can be found at:  
<https://www.fema.gov/about/stafact.shtm#1>

**E. P.L. 109-365, Older Americans Act Amendments of 2006** amends Title III, Section 306. AREA PLANS, (17), of the Older Americans Act of 1965. The amendment requires area plans to "include information detailing how the AAA will coordinate activities, and develop long-range emergency preparedness plans, with local and State emergency response agencies, relief organizations, local and State governments, and any other institutions that have responsibility for disaster relief service delivery."

**INTRODUCTION:**

The State of Florida is vulnerable to a wide range of emergencies, including natural, technological, and man-made disasters, all of which threaten the life, health and safety of its people; damage and destroy property; disrupt services, everyday business and recreational activities; and impede economic growth and development. This vulnerability is exacerbated by the tremendous growth in the state's population, especially the growth in the number of persons residing in coastal areas, in the elderly population, in the number of seasonal vacationers, and in the number of persons with special needs. This growth has greatly complicated the state's ability to coordinate its emergency management resources and activities.

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.

Seasoned emergency officials recognize that a successful response starts well before a storm makes landfall – with families, communities and counties planning and preparing for a potential emergency. Florida Chapter Law 2006-71 provides historic state funding for emergency preparedness, response, recovery and mitigation capabilities. This legislation significantly enhances Florida's ability to prepare for hurricanes, respond quickly in the aftermath of a storm, recover from the damage and impacts to the economy, and mitigate future threats to public safety and infrastructure. Further, this legislation provides the authority for the Secretary of Elder Affairs to convene Multiagency Special Needs Shelter Discharge Planning Response Teams, at any time that he or she deems appropriate and necessary, or as requested by Emergency Support Function (ESF) 8 at the State Emergency Operations Center (EOC), to assist local areas that are severely impacted by a natural or manmade disaster that requires the use of special needs shelters. The teams are activated to provide resource and logistical support to local jurisdictions to assist with discharge planning and transition of special needs shelter clients to appropriate services and resources within the community.

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 be capable of providing 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. Emergency Management “Life-cycles.”** Emergency management is based upon what is referred to as the “life-cycle” of the disaster situation. The four phases of disaster event response are:

1. **Mitigation** is a sustained action or ongoing effort that reduces or eliminates the risk of disaster occurrence including long-term risk to people and property from natural hazards and their effects.
  - a. **Mitigation activities include:**
    - i. Avoiding construction in high-risk areas such as floodplains;
    - ii. Engineering buildings to withstand wind and earthquakes;
    - iii. Changes in land use management;
    - iv. Changes in safety and rules and regulations; and
    - v. Changes in building codes/specifications.

b. **Culture of preparedness:** Educating and communicating to businesses, communities and individuals about safety precautions that can be taken to prevent avoidable disasters and improving emergency detection is also an important component of mitigation that contributes to creating a culture of preparedness.

2. **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.

a. **Preparedness activities include:**

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

b. **Personal preparedness:** Area Agencies on Aging, community groups, service providers, businesses, 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:

- i. Evacuation and sheltering plans;
- ii. Transportation;
- iii. Food, water and ice;

- iv. Medications and prescriptions;
- v. Fuel;
- vi. Emergency contact information;
- vii. Important documents, including living wills;
- viii. Housing;
- ix. Plan for pets; and
- x. Checks, credit cards, debit cards and/or cash.

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

3. **Response** is activities that occur immediately before, during or directly after an emergency or disaster.

- a. **Response activities include:**
  - i. Activation of the emergency operations plan;
  - ii. Activation of warning systems;
  - iii. Staffing the emergency operations centers;
  - iv. Implementation of shelter or evacuation plans; and
  - v. Provision of emergency medical services.
- b. **First responders** are responsible for:
  - i. Alerting and notifying both the public and partner agencies;
  - ii. Providing protection for citizens and property;
  - iii. Search and rescue;

- iv. Emergency medical services;
- v. The welfare of the public; and
- vi. Restoration of critical services.

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

- a. **Recovery activities include:**
  - i. Damage assessments;
  - ii. Repair;
  - iii. Reconstruction;
  - iv. Outreach;
  - v. Temporary housing;
  - vi. Loans or grants;
  - vii. Disaster unemployment insurance;
  - viii. Providing financial assistance;
  - ix. Counseling programs; and
  - x. Ongoing care.
- b. **Short-term recovery** returns vital life-support systems, including societal underpinnings (fire protection, EMS, law enforcement, power, water and sewer), to minimum operating standards.
- c. **Long-term recovery** may continue for a number of years after a disaster and seeks to return life to normal or improved levels.

**Homeland Security and Federal Emergency Preparedness and Disaster Planning**

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***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), in response to the terrorist attacks of September 11, 2001. The department was established on November 25, 2002 by the Homeland Security Act of 2002.

The Department of Homeland Security/Emergency Preparedness and Response (EP&R)/FEMA, in close coordination with the DHS Office of the Secretary, 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.

- 1. Preparation Roles and Responsibilities:** State and local governments are closest to those affected by natural disasters, and have always been the lead in response and recovery. The federal government acts in a supporting role, providing assistance, logistical support and certain supplies.
- 2. Local government** is responsible for providing for the safety and security of citizens in advance of a hurricane. That means they are in charge of developing emergency plans, determining evacuation routes, providing public transportation for those who can't self-evacuate, and setting up and stocking local shelters with relief supplies.
- 3. State government** is responsible for mobilizing the National Guard, pre-positioning certain assets and supplies, and setting up the state's emergency management functions. They are also in charge of requesting federal support through the formal disaster declaration process.
- 4. Federal government** is responsible for meeting those requests from the state, before, during and after the disaster. This includes:
  - a.** Providing logistical support for search and rescue;
  - b.** Providing food, water and ice;
  - c.** Establishing disaster centers and processing federal disaster claims; and

**Homeland Security and Federal Emergency Preparedness and Disaster Planning**

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- d. Participating in short and long-term public works projects, such as debris removal and infrastructure rebuilding.

**B. National Response Framework:** The National Response Framework (NRF) presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies. It establishes a comprehensive, national, all-hazards approach to domestic incident response. The National Response Plan was replaced by the National Response Framework effective March 22, 2008.

The National Response Framework defines the principles, roles and structures that organize how we respond as a nation. The National Response Framework:

1. Describes how communities, tribes, states, the federal government, private-sectors, and nongovernmental partners work together to coordinate national response;
2. Describes specific authorities and best practices for managing incidents; and
3. Builds upon the *National Incident Management System (NIMS)*, which provides a consistent template for managing incidents.

Information on the National Response Framework including Documents, Annexes, References and Briefings/Trainings can be accessed from the “NRF Resource Center”. For information on the National Response Plan, go to <http://www.fema.gov/emergency/nrf/>.

1. **Engaged Partnership:** Leaders at all levels must communicate and actively support engaged partnerships by developing shared goals and aligning capabilities so that no one is overwhelmed in times of crisis.
2. **Tiered Response:** Incidents must be managed at the lowest possible jurisdictional level and supported by additional capabilities when needed.
3. **Scalable, Flexible and Adaptable Operational Capabilities:** As incidents change in size, scope and complexity, the response must adapt to meet requirements.
4. **Unity of Effort Through Unified Command:** Effective unified command is indispensable to response activities and requires a clear understanding of the roles and responsibilities of each participating organization.

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5. **Readiness To Act:** Effective response requires readiness to act balanced with an understanding of risk. From individuals, households, and communities to local, tribal, State, and Federal governments, national response depends on the instinct and ability to act.

C. **National Incident Management System (NIMS):** The [National Incident Management System \(NIMS\)](#) provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment.

NIMS works hand in hand with the [National Response Framework \(NRF\)](#). NIMS provide the template for the management of incidents, while the NRF provides the structure and mechanisms for national-level policy for incident management.

As initially laid out in Homeland Security Presidential Directive (HSPD)-5, Management of Domestic Incidents, which established NIMS, adoption and implementation of the NIMS by State, tribal, and local organizations is one of the conditions for receiving Federal preparedness assistance (through grants, contracts, and other activities)

Preparedness funding is used strictly for those activities that would prepare an agency or jurisdiction to respond to an incident. However, these funds are contingent upon NIMS compliance. Eligibility to receive public assistance funding following a disaster is not based on NIMS compliance. Funds received as a result of a Presidential Disaster Declaration are awarded to assist a community in returning to a pre-disaster state.

**1. NIMS Benefits:**

- a. Enhance organizational and technological interoperability and cooperation;
- b. Provide a scalable and flexible framework with universal applicability;
- c. Promote all-hazards preparedness;
- d. Enable a wide variety of organizations to participate effectively in emergency management/incident response; and

**Homeland Security and Federal Emergency Preparedness and Disaster Planning**

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- e. Institutionalize professional emergency management/incident response practices.
2. **NIMS Compliance:** States should continue to follow all guidance contained in the *5-Year NIMS Training Plan*, released in February 2008, to include implementation of *ICS-400: Advanced ICS* training. Implementing the NIMS objectives (reference Attachment 1) signifies that the State is working toward comprehensive NIMS implementation. States should address progress relating to NIMS Implementation within its NIMS Compliance Assistance Support Tool (NIMSCAST) to be eligible for Federal preparedness assistance.
3. **NIMS Training:** The NIMS Integration Center coordinates the development of a National Standard Curriculum for NIMS, which is built around available federal training opportunities and course offerings that support NIMS implementation. The curriculum serves to clarify training that is necessary for NIMS-compliance and streamline the training approval process for courses recognized by the curriculum. NIMS and Incident Command System (ICS) training of employees with a direct role in emergency and incident management and response is necessary for NIMS compliance. The NIMS Integration Center strongly recommends that volunteers with a direct role in emergency and incident management and response take NIMS and ICS training. The amount of training depends on the person's position level in response operations. For NIMS training information, see Attachment 1: NIMS Training Guidelines. Additional information regarding NIMS training can be found at: <http://www.fema.gov/emergency/nims/>.

**D. Federal Disaster Assistance – FEMA and the Stafford Act:**

1. **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. FEMA became part of the U.S. Department of Homeland Security on March 1, 2003.
2. **Robert T. Stafford Disaster Relief and Emergency Assistance Act:** PL 100-707, signed into law November 23, 1988, amended the Disaster Relief Act of 1974, PL 93-288. This Act constitutes the statutory authority for most Federal disaster response activities especially as they pertain to FEMA and FEMA programs.

**Homeland Security and Federal Emergency Preparedness and Disaster Planning**

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When a disaster overwhelms the capabilities of the state, the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act are implemented. The Governor, as mandated by the Act, must submit a request for a Presidential Disaster Declaration so that federal resources can be released. Federal disaster assistance falls into three general categories:

- a. **Individual Assistance:** Aid to individuals, families, and business owners through FEMA. Eligibility requirements will be released at the time of the disaster. In addition to FEMA, non-profit relief organizations and other governmental agencies may also be providing assistance to those impacted.
- b. **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. In order 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 should be tracked and how to best track them.
- c. **Mitigation Assistance:** Aid to improve infrastructure conditions that will lessen the impact of a similar disaster in the future.
- d. **Tele-registration Information:** Assistance is available for affected individuals and businesses after a Presidential disaster declaration. The first step for individuals or business that require assistance is to call the FEMA's National Tele-registration Center:

**1 (800) 621-3362 or 1 (800) 462-7585 (TTY).**

Once an application is processed, further assistance will be coordinated through a Disaster Recovery Center, which may be established in each of the declared counties or regionally. Representatives of federal, state, local, and volunteer organizations are made available to help disaster victims who are applying for assistance.

**STATE OF FLORIDA:**

Chapter 252, Florida Statutes, (State Emergency Management Act) mandates the development of Florida's Comprehensive Emergency Management Plan (The Plan). The Plan was updated in 2012. 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.

- A. Operations Plan:** The Plan is an operations-based plan that addresses:
  - 1. Evacuation;
  - 2. Sheltering;
  - 3. Post-disaster response and recovery;
  - 4. Deployment of resources;
  - 5. Communications, and
  - 6. Warning systems.
- B. Annual Exercises:** The Plan calls for annual exercises to determine the ability of State and local governments to respond to emergencies.
- C. State Agency and Volunteer Organizations:** The Plan also defines the responsibilities of State agencies and volunteer organizations.
- D. Plan Components:** The Plan describes the basic strategies, assumptions, operational goals and objectives, and mechanisms through which the State will mobilize resources and conduct activities to guide and support local emergency management efforts through preparedness, response, recovery, and mitigation.
- E. Emergency Support Functions:** To facilitate effective operations, the Plan adopts a functional approach that groups the types of assistance to be provided into 18 Emergency Support Functions.

1. Each Emergency Support Function 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.
2. The primary agency appoints an Emergency Coordinating Officer to manage that function in the State EOC.
3. The Emergency Coordinating Officers and staff of the Division of Emergency Management form the State Emergency Response Team.
4. The State Emergency Response Team serves as the primary operational mechanism through which State assistance to local governments is managed.
5. State assistance will be provided to impacted counties under the authority of the State Coordinating Officer, on behalf of the Governor, as head of the State Emergency Response Team.

**F. Purpose:** The Plan establishes a framework for an effective system of comprehensive emergency management, the purpose of which is to:

1. Reduce the vulnerability of people and communities of this State to loss of life, injury, or damage and loss of property resulting from natural, technological, criminal, or hostile acts;
2. Prepare for prompt and efficient response and recovery activities to protect lives and property affected by emergencies;
3. Respond to emergencies using all State and local systems, plans and resources as necessary;
4. Recover from emergencies by providing for the rapid and orderly implementation of restoration and rehabilitation programs for persons and property affected by emergencies, and
5. Assist in anticipation, recognition, appraisal, prevention, and the mitigation of emergencies that may be caused or aggravated by inadequate planning for, and regulation of, public and private facilities and land use.

**Emergency Preparedness Responsibilities and Requirements**

Florida Department of Elder Affairs

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**FLORIDA DEPARTMENT OF ELDER AFFAIRS:**

The mission of the Department of Elder Affairs (DOEA), Office of Emergency Operations and Disaster Preparedness 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.

**A. 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). (For plan details, see Attachment 2: Comprehensive Emergency Management Plan and Attachment 3: Continuity of Operations Plan.)

**1. The Response Plan Must:**

- a.** Be practical and simple;
- b.** Be comprehensive, covering the entire range of disasters to which all or any portion of the state may be vulnerable; and
- c.** Outline a comprehensive and effective program to ensure continuity of essential functions under all circumstances.

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

- a. Capabilities/Limitations:** DOEA's capabilities and limitations in response to a disaster.
- b. Agency Interactions:** Interactions with other agencies. A listing of agencies with which DOEA will coordinate response and recovery activities should be maintained.
- c. Plans/Responsibilities:** The plans and responsibilities of the AoA and the AAAs, and how they relate to the plans and responsibilities of DOEA.
- d. Overall State Disaster/Emergency Planning:** The degree of overall disaster/emergency planning in the state for elders.

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- e. **Relief Agency Roles:** The roles of the various relief agencies in the state and state-level leadership for local elements of government and their service and assistance agencies.
- f. **Relief Authority:** The organizations primarily responsible for relief authority and assistance in each community, both private and government. A clear and simple chain of command for each organization, so that lines of coordination and control are clear, is needed.
- g. **Relief Boundaries:** The appropriateness of dividing jurisdictions or the entire state into workable segments. Where possible, these should follow traditional Program Service Areas (PSA) boundaries.
- h. **Local, State, and Federal Disaster Response:** Consider how DOEA's disaster response relates to and works with local, state, and national disaster response teams;
- i. **Types of Disasters:** The types of disasters/emergencies that are most and least likely to occur in the state. Attention should be given to the relative probability of occurrence; the probable lead time involved; the potential magnitude; any factors which make one or another area more or less likely to be involved; and the kinds of effects which may be produced in specific geographical areas (effects on people, systems, facilities, resources and institutions).
- j. **Information Dissemination:** Plans for sharing and disseminating information with other organizations, which will be collecting data and doing needs assessment.
- k. **State Agency:** The necessity for DOEA to assume a significant degree of responsibility in disasters that are local in nature but are significant to a degree that a community is unable to cope or provide adequate resources and services for elders.

**B. 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). (Attachment 4: Role of Department of Elder Affairs Emergency Coordinating Officer) The Emergency Coordinating Officer is responsible for:

**Emergency Preparedness Responsibilities and Requirements**

Florida Department of Elder Affairs

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1. **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) including a Pandemic Annex;
2. **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;
3. **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;
4. **Training:** Coordinating appropriate training for Department personnel;
5. **Liaison:** Establishing and maintaining liaison with other elements of state government including the State EOC, the 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.
6. **Communications:** Communicating, as needed, with various entities such as:
  - a. The executive branch of state government;
  - b. Other units of state government including the State EOC;
  - c. Homeland Security and FEMA personnel;
  - d. Department of Health and Human Services, Administration on Aging, the Centers for Disease Control and the Centers for Medicare and Medicaid Services personnel;

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- e. Area Agencies on Aging;
- f. Lead agencies and service providers;
- g. Representatives of local and county government units;
- h. Representatives of non-profit, faith-based, and volunteer agencies and organizations;
- i. Community groups and organizations; and
- j. The general public.

7. **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:

- a. Providing guidelines and templates for each plan, and
- b. Receive and review the Area Agency on Aging plans on an annual basis for plans required to be submitted each May 1<sup>st</sup>.

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

C. **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:

- 1. **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 AoA understand what is planned.

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2. **State Disaster/Emergency Plan Inclusion:** Ensure the DOEA's inclusion in the State Disaster/Emergency assistance planning.
3. **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.
4. **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.
5. **Educational Process:** Initiate an educational process, which makes emergency responders and organizations aware of the unique needs of older persons.

**D. 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 a given area. Strategies must be developed to locate elders who reside in residential community or those living in care facilities.

1. **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:
  - a. **Residential Sites:** Key sites where older persons reside including residential communities, senior housing/condominiums, and/or neighborhoods having clusters of senior housing;
  - b. **Congregate Sites:** Locations of senior centers, congregate meal sites, and other sites where seniors congregate; and
  - c. **Assistance Sites:** General location of sites providing services or assistance for older individuals.

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2. **DOEA:** DOEA shall develop a set of maps which generally display the following information:
  - a. **Older Population Density:** State and county maps showing population densities of older persons by age; and
  - b. **Elder Service Needs:** State and county maps showing densities of older persons by program/service needs.
3. **Elder Location Maps:** AAA maps should be overlaid onto DOEA maps to provide detailed information about the location of elders and general location of sites providing services or assistance within a given geographic location.

A geographic map (GIS) with a demographic overlay would show the most vulnerable populations when disaster/emergency possibilities and geography are related, such as floods and hurricanes.
4. **DOEA** participates in the Vulnerable Populations Subcommittee with the Department of Health. The subcommittee is established to work with county and local emergency officials to refine immediate and long term strategies for providing and maintaining resources for vulnerable populations in the event of a disaster.

**E. Information Flow:**

1. **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, AoA, and emergency officials.
2. **Emergencies:** In anticipation of and during emergency situations, DOEA shall perform the following tasks:
  - a. **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;

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- b. **Emergency Memorandums:** Notify the potentially affected AAAs on Aging on actions to be taken in the event of disasters/emergencies;
  - i. **Preparation to Implement Emergency Relief Measures:** This memorandum is sent from the Secretary of Elder Affairs to the AAAs notifying them to be prepared to implement emergency relief measures. (Attachment 5: Department of Elder Affairs Emergency Memorandum: Preparation to Implement Emergency Relief Measures)
  - ii. **Implementation of Emergency Relief Measures:** This emergency memorandum is sent from the Secretary of Elder Affairs to the AAAs notifying them to implement emergency relief measures. (Attachment 6: Department of Elder Affairs Emergency Memorandum: Implementation of Emergency Relief Measures)
- c. **Conferences:** Conduct regular conferences, face-to-face or by phone, with affected AAAs and key on-site elements of the Aging Network;
- d. **Daily Information:** Obtain daily information from each affected AAA via conference calls (DOEA Conference call number is 1-888-670-3525, conference code 6726185686), faxes or standardized reports:
  - Pre-event:** Establish the AAA's state of readiness, identify unmet needs, determine actions to be initiated and monitor compliance; and
  - 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.
- e. **Other information (suggested):**
  - i. Source of report and contact information in the event more information or clarification is needed
  - ii. Waiver needs

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- iii. Critical issues
- iv. Action needed
- v. Number of elderly served by the AAA before the disaster
- vi. Counties or area affected
- vii. Number of elderly in the affected area
- viii. Institutional facilities needing assistance with evacuation, including number of residents
- ix. How much of the Aging Network is operational?
- x. What are the immediate needs today?
- xi. Types and Number of clients with special needs (dementia, non-ambulatory, mental health, substance abuse, evacuation with pets, etc)
- xii. Number of injuries (*please note source of information*)
- xiii. Number of fatalities (*please note source of information*)
- xiv. Number of clients evacuated or displaced (*please note source of information*)
- xv. Assistance with evacuations needed or requested?
- xvi. Number of homes / property affected (structural damage, mold, etc.)
- xvii. Total number of clients affected
- xviii. Translation services needed
- xix. Number & location(s) of senior centers damaged
- xx. Number of vans/buses/vehicles damaged
- xxi. Number & location(s) of meal production facilities damaged

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- xxii.** Other Aging Network property or facilities damaged
- xxiii.** Aging Network services (or supplies) provided to disaster victims
- xxiv.** Quantity of such services (or supplies) provided to disaster victims (e.g., Number of meals)
- xxv.** Aging Network services interrupted because of disaster
- xxvi.** Services/supplies that are needed but not available or not being provided
- xxvii.** Is support needed from other States or the federal government?
- xxviii.** Identify supporting agencies (e.g., Red Cross, healthcare providers, VOAD)
- xxix.** Services/supplies provided from other agencies
- xxx.** Unmet needs?
- xxxi.** Providers/contractors functioning at decreased capacity
- xxxii.** Providers/contractors closed and/or unable to function
- xxxiii.** Report daily on any changes in the following:
  - (A)** Special populations
  - (B)** Homebound individuals
  - (C)** Home delivered meals
  - (D)** Transportation
  - (E)** Congregate meal sites
  - (F)** Medical needs (medications, supplies, etc.)

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- xxxiv.** What critical needs do you need assistance with?
- xxxv.** What actions could the State or Federal agencies take to provide assistance?
- xxxvi.** Describe coordination with local emergency management officials, FEMA, etc.
- xxxvii.** Overall Status Summary of the impact of the incident to elders
- xxxviii.** Number of special needs shelters and census (breakdown of elders, disabled, children if possible)
- xxxix.** Number of general population shelters and census of elders

  - xl.** Total Number of shelters and total census (estimate).
  - xli.** Screening or needs assessments being done at shelters?
  - xlii.** List unmet service needs in shelters
  - xliii.** Aging Network staff assigned to any shelters?
  - xxxiv.** Need for ADA compliant special needs shelters?
  - xxxv.** Power outages / electricity available?
  - xxxvi.** Roads open?
  - xxxvii.** Phone and internet access available?
  - xxxviii.** Is staff available for deployment?
  - xxxix.** Does staff need additional support?
- f.** **Reporting Decisions:** Keep others informed, particularly of pending decisions, and, as made, alerting AAAs and other resources;

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- g. **Advocacy:** Conduct and report on DOEA state level advocacy efforts for impacted elders and the aging network;
- h. **Debriefing:** Devise a system of regular debriefings from affected AAAs, DOEA field staff and other relevant sources; and
- i. **EM Constellation:** Monitor the State Emergency Operations Center's (SEOC) EM Constellation 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, EM Constellation will work with counties to ensure requests for assistance and/or supplies are entered as missions in support of requests by the aging network.

**F. Special Needs Shelter Discharge Planning:** DOEA is responsible for assisting counties in discharge planning for special needs shelter clients. (Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter Discharge Planning Response Teams, Attachment 8: DOEA Form 590, Discharge Planning Tool for Rapid Needs Evaluation; and Attachment 9: Procedures for Discharge Planning Tool for Rapid Needs Evaluation) The form can also be used at Essential Services Centers, Disaster Recovery Centers and for community outreach. The form is a valuable tool in quickly assessing the needs of an individual and identify resources that will assist them transition successfully back to their pre-event residence, or if the special needs client needs assistance in obtaining services to develop an alternate relocation plan.

- 1. **Response 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 that are severely impacted by a natural or manmade disaster that requires the use of special needs shelters:
  - a. At any time that the Secretary of the Department of Elder Affairs deems appropriate and necessary.
  - b. Assistance may be also be requested by Emergency Support Function (ESF) 8 at the State Emergency Operations Center, to assist local areas that are severely impacted by a natural or manmade disaster that requires the use of special needs shelters.

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**2. Response Team Composition:** The Secretary of Elder Affairs shall convene, at any time deemed appropriate and necessary, a multi-agency special needs shelter discharge planning team to assist local areas that are severely impacted by a natural or manmade disaster that requires the use of special needs shelters. (381.0303 (1)(e) Florida Statutes.

The Multi-Agency Special Needs Shelter Discharge Planning Response Team will be comprised of representatives from each designated state agency's local, regional or district locations due to their knowledge of local resources and services available to assist Special Needs Shelter clients.

Response Teams shall include at least one representative from each of the following state agencies, although the Secretary of Elder Affairs may determine that the nature or circumstances surrounding the disaster do not warrant participation from a particular agency's staff:

- a.** Department of Elder Affairs;
- b.** Department of Health;
- c.** Department of Children and Family Services;
- d.** Department of Veterans' Affairs;
- e.** Division of Emergency Management ;
- f.** Agency for Health Care Administration; and
- g.** Agency for Persons with Disabilities.

**3. Response Team Lead:** The Department of Elder Affairs will designate an Elder Affairs representative to serve as the Multiagency Special Needs Shelter Discharge Planning Response Team lead. This position may be filled by staff from the following:

- a.** Comprehensive Assessment and Review for Long Term Care Services (CARES),
- b.** Long Term Care Ombudsman (Ombudsman), or
- c.** Area Agency on Aging (AAA).

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**G. Recovery:** The Department of Elder Affairs, as part of Emergency Support Function 6 – Mass Care, is requested during recovery efforts to provide staffing for Essential Services Centers (ESCs) and the Disaster Recovery Centers (DRCs).

Essential Services Centers are established by the SERT Recovery Desk at the request of the county and state and staffed by the state and county agencies and non-profit organizations. The Essential Services Centers are designed as a one-stop shop where local residents can receive information on recovery activities, state and local services, and connect to faith and community-based relief organizations (before federal assistance is available).

Once a presidential declaration is issued and federal assistance becomes available, the Essential Services Centers transition to become Disaster Recovery Centers (DRC). The Disaster Recovery Centers may use the same site the Essential Services Centers were using or they may relocate due to facility needs. 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 ESCs or DRCs, they will request that a variety of state agencies and non-profits organizations provide staffing. A mission will be entered into EM constellation. The Department of Elder Affairs provides staffing as requested that can include one or all of the following:

1. Area Agencies on Aging (AAA)
2. Comprehensive Assessment and Review for Long-Term Care Services (CARES)
3. Long-Term Care Ombudsman Program (LTCOP)

The number of staff required for the DRCs will vary depending on the event and the impact. Each agency and non-profit organization is required to provide staffing for at least three days. The Department in coordination with the AAAs will provide staffing, but evaluate the need for staffing on a day-to-day basis. Staff assigned to each DRC is required to provide statistics on the number of elders seen and assisted at the close of each business day to their supervisor and the DOEA ECO or Alternate ECO.

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When staffing is requested from the Area Agency on Aging, CARES and LTCOP for an Essential Services Center or a Disaster Recovery Center, the points of contact will be sent a packet of information by email that will assist staff. The packet will be appropriate to the center being established. Additional information and literature appropriate to the type of aging services available in the area should be provided by the Area Agency on Aging and the Aging Network Partners.

The designated Department DRC Coordinator will coordinate staffing between the Area Agency on Aging, CARES and LTCOP. The AAAs will be asked to provide the primary staffing requirements due to their knowledge, availability and expertise regarding aging services in the impacted community. The AAAs are encouraged to utilize the staff of their local service providers in addition to their own staff. CARES and LTCOP staff will be utilized to supplement the staffing requirements.

If the Department is not seeing sufficient requests for assistance to warrant continued staffing of the DRC, the decision to pull staffing back will be made by the designated DRC Coordinator and/or the Alternate ECO in consultation with the Department ECO. Staff assigned on the last day will provide the FEMA and State DRC/ESC Managers with information on the services available and contact information for the AAA and the Department of Elder Affairs. Notification of the staff being withdrawn will be provided to the ESF 6 Recovery Liaison and the Recovery Desk.

The Department may also provide Community Outreach in coordination with the Area Agency on Aging, other state agencies, and non-profit organizations to reach and address the unmet needs of those elders who were unable to evacuate or chose to shelter in place.

Special Needs Shelters are operated by the Department of Health. The Department of Elder Affairs monitors the census of all special needs shelters in conjunction with Emergency Support Function 8 – Health and Medical.

The Department of Elder Affairs assigns and coordinates staffing to support operations and discharge planning for special needs shelters within and outside the disaster area, as requested by the counties. Requests for Rapid Needs Assessment and Discharge Planning assistance are made by the county or ESF 8 authorized emergency officials at the State Emergency Operations Center:

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1. County EOC ESF8 Representatives should create a mission request in EM Constellation to request Discharge Planning assistance and the following information is needed in the mission description.
  - a. County Name
  - b. What type of services are needed (elderly, disabled, children)
  - c. When is the staff needed to report for duty
  - d. Where are they needed (address and POC)
  - e. How long are they needed
  - f. How many clients are needing services
  - g. How many staff members are requested

Requests received for discharge planning often involves elders. However, they can encompass individuals that are not usually served by the Department of Elder Affairs. Every effort will be made to contact appropriate state agency partners to assist with the unmet needs of clients if outside the scope of the services provided by the aging network.

**IMPORTANT** – In keeping with NIMS protocols, the Department should only respond when there is a mission in EM Constellation or prior approval given by the DOEA Emergency Coordinating Officer to avoid duplication of effort and to track the status and details of the mission.

**H. Diminishment of Needs and De-Escalation:** As the response phase is nearly completed and the recovery phase begins, DOEA shall lead the return of the elements of the Aging Network to normalcy. DOEA shall:

1. **Conduct Operational Debriefings – Hotwash:** Once the event has passed, the emergency coordinating officer must review actions taken during the disaster/emergency to determine what was and was not effective (hotwash). It is important to include aging network personnel who participated in the response to ensure that various perspectives are known. The purpose of the review of the details of an event from a factual perspective is to:

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- a. Learn what actually happened for the historical record or planning process;
  - b. Improve future results in similar missions; and
  - c. Increase the readiness of those being debriefed for further action.
2. **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 AoA funds to the affected AAAs and local service providers.
3. **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 steady 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.

**AREA AGENCIES ON AGING:**

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:** In order 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. (For plan details, see Attachment 2: Comprehensive Emergency Management Plan and Attachment 3: Continuity of Operations Plan.)
  - a. **The Response Plan must have the following components:**
    - i. **Simplicity:** Be practical and simple;
    - ii. **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
    - iii. **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:
    - i. **Types of Incidents:** Consider the types of disasters/emergencies prevalent in the AAA service area;
    - ii. **Capabilities/Limitations:** Consider the AAA's capabilities and limitations;

- iii. **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;
- iv. **Responsibilities of AoA/DOEA:** Consider the plans and responsibilities of AoA and DOEA;
- v. **Relief Agencies:** Consider the roles of various relief agencies in the service area;
- vi. **Relief Authority:** Consider the organizations primarily responsible for relief authority;
- vii. **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;
- viii. **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;
- ix. **Elder Evacuees:** Include a plan for providing services on an emergency basis for elder evacuees and relocations from other service areas or states;
- x. **Communications:** Provide guidelines to ensure that adequate staffing will be available to continue daily operations and ensure that communications are maintained with DOEA; and
- xi. **Information and Referral (Elder Helpline):** Provide guidelines to ensure that the Elder Helplines of all affected AAAs will be operational 24 hours per day, seven days per week, prior to, during, and following a disaster/emergency event (See Attachment 10: Alliance for Information & Referral Services (AIRS) Elder Helpline: Standards for Professional Information and Referral – Modified).

The Elder Helpline, 1-800-96-ELDER (1-800-963-5337), provides information and referral services to the community during, when appropriate, and following a disaster or other emergency. Each AAA as part of their contract maintains the operation of the Elder Helpline for their Planning and Service Area (PSA). This service shall include assessing the needs of the elders, evaluating appropriate resources, indicating organizations capable of meeting those needs, helping elders for whom services are unavailable by locating alternative resources and actively participating in linking elders to needed services or volunteer opportunities. The AAAs are responsible for establishing reciprocal agreements within the aging network for the transfer of services in the event of COOP activation. If catastrophic conditions warrant, the Department of Elder Affairs has established a toll-free helpline to assist with emergency overflow calls. The designated phone number is 1-877-363-2825 (requires activation and staffing).

- c. Submit AAA Plan to DOEA:** 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 1<sup>st</sup>, for review.
- 2. Emergency Coordinating Officer:** The AAA shall designate an Emergency Coordinating Officer and an Alternate Emergency Coordinating Officer. 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), 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 in order to maximize the use of resources in a disaster situation.

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

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 other 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 in order to provide essential services to the public.

- b. Coordinating:** Coordinating with local emergency management officials on emergency preparedness issues;
  - i. 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);
  - ii. Participate in local emergency disaster planning;
  - iii. Ensure local emergency officials understand the role of the AAA and the AAA Emergency Coordinating Officer in emergency/disaster response;
  - iv. Provide local emergency officials with an inventory of community resources for the elderly; and
  - v. Educate local emergency officials regarding the unique needs of the elderly, including special dietary requirements.

- c. **Maintaining AAA Emergency Contact Lists:** Maintaining an updated list of emergency contacts for AAA staff to include:
  - d. **Telephone numbers:** work, home, cell and/or satellite phones;
  - ii. **E-mail addresses:** work and home; and
  - iii. **Emergency contact:** name and telephone number(s).
- e. **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;
- f. **Maintaining AAA Emergency Response Rosters:** Maintaining an updated list of AAA staff who can be called upon, in the event of a disaster, to provide assistance at Disaster Recovery Centers, Regional Operational Centers, or with discharge planning at Special Needs Shelters;
  - i. Staff shall be identified as those having administrative/support skills or services/program skills;
  - ii. Rosters should be provided to the DOEA Emergency Coordinating Officer;
  - iii. Maintain hard copy printouts of client lists in the event of extensive power loss or loss of computer access; and
  - iv. Information and Referral line transfer information. The AAAs are responsible for establishing reciprocal agreements within the aging network for the transfer of services in the event of an emergency.
- g. **Training:** Coordinating appropriate emergency/disaster preparedness and response training for AAA personnel;
- h. **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;

- i. **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;
- j. **Education:** Promoting disaster preparedness and education among AAA personnel, elders, and the aging network; and,
- k. **Exercises:** Participation in tabletop exercises conducted at the state and local levels.

**3. AAA “Fit” in All Local, State and Federal Emergency Plans:**

- a. **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.
- b. **State Government Responsibility:** It is the responsibility of state government to assist local government in implementing emergency management programs in order 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, that have been designated a role in a disaster.
- c. **Local Government Responsibility:** It is the responsibility of local government to implement emergency management programs in order 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, that have been designated a role in a disaster.
- d. **Vertical and Horizontal Communication:** As a result 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.

- e. **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.
  - i. **AAA Role:** The AAA will be a player in a community-wide response team.
  - ii. **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.

**4. Pre-planning Community Coordination:**

- a. **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.
- b. **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.
- c. **Community Resources:** The AAA should provide an inventory of community resources and services for the elderly.
- d. **Special Needs Education:** The AAA should educate the community and emergency organizations to the unique needs of the elderly and the AAA resources.
- e. **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:
  - i. American Red Cross;
  - ii. Salvation Army;
  - iii. Civil Defense;

- iv. Faith-based organizations;
- v. Volunteer and non-profit organizations;
- vi. Department of Economic Opportunity;
- vii. Business community;
- viii. Neighborhood groups, homeowner and condominium associations;
- ix. Neighborhood watch groups; and
- x. Volunteer organizations.

f. **Local Response Team:** Local players in a response team:

- i. Local government (mayor, police, county authorities including county emergency operations staff);
- ii. County sheriff;
- iii. County Health Department – especially staff assigned to Special Needs Shelters and Department of Health Regional Special Needs Shelter Consultants;
- iv. Local fire and police departments;
- v. Nursing homes and assisted living facilities; and
- vi. Media (Is the warning system in place appropriate for cultural diversity, multi-lingual, and for persons with visual and hearing impairments?).

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

- i. Four wheel drive, boat and ham radio owners;
- ii. Mail carriers;

- iii. Grocery stores or pharmacies that deliver;
- iv. Volunteer and community- based organizations and faith-based groups that visit homebound elders;
- v. Desk clerks of single occupancy hotels;
- vi. Anyone trained in Disaster/Emergency response who knows the community;
- vii. Meals on Wheels, Personal Care and Homemaker service providers; and
- viii. Senior center staff.

h. **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, 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:

- i. The latest Census information on the number of seniors by county;
- ii. Maps that pinpoint concentrations of elderly people, including elders in the general population, assisted living facilities, nursing homes and retirement communities;
- iii. 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;
- iv. Maps of concentrations of one-person senior households;

- v. Maps of concentrations of low income, minority and ethnic groups. (Is an interpreter available if English is not their first language?);
- vi. Locations of apartment dwellers whose needs might go unanswered because of their solitude; and
- vii. 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.

i. **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:

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

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

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

**k. 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.

**5. Area Agency on Aging Functioning:**

**a. 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.

**b. 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. A list of what may be needed is found in Attachment 11: Response Activity Tools.

**B. 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. (See Attachment 12: Disaster/Emergency Checklist for details of response activities.)

The following are the elements of the disaster/emergency response:

**1. Alert Staff:**

**a. Institute Planned Call Tree:**

- i. 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.)
- ii. 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?"

**b. Assign Duties:**

- i. 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.
- ii. 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.

**c. Advanced Warning:** When advanced warning is possible:

- i. Tasks cited a. and b. above should begin in anticipation of the disaster.
- ii. Staff transportation will be the first requirement. Ensure all vehicles have full gas tanks.
- iii. Staff communications will be important. Ensure that all cell phones, satellite phones, and/or blackberries are charged.

iv. 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.

**d. Contact Key Providers:**

- i. Ensure all providers have disaster/emergency contingency plans.
- ii. Ensure that requirements for performance in a disaster/emergency situation are included in all contracts or as a Memorandum of Understanding. Emphasize the critical need for record keeping.

**2. 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:

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

**3. 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:**
  - i.** Numbers of affected elders including clients and those not typically receiving services but who, under normal circumstances, are able to live independently;
  - ii.** The kinds of services and supplies needed;
  - iii.** Available resources;
  - iv.** Availability of housing – both temporary and long-term;
  - v.** Need for nutrition, mental health or medical services; and
  - vi.** Scarcity and disruption of transportation.
- d. Assess Geographic Scope of Disaster:**
  - i.** Assess the amount of damage inflicted on impacted seniors; include demographic information (frail, low-income) and their short and long-term needs.
  - ii.** Assume this initial assessment will be incomplete and imprecise.
  - iii.** Look for service gaps and identify where additional services and resources are needed.

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

**4. Action Which May Need to be Initiated:**

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

- c. **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.
- d. **Information Sources:** Maintain sources to obtain accurate information and dispel rumors and panic.

**5. 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:

- a. Food, water and ice;
- b. Medications and health care;
- c. Personal needs and items (clothing, toiletries);
- d. Assistance in locating pets;
- e. Assistance in communicating with family and friends;
- f. Homemaker and personal care services;

- g. Debris removal;
- h. Mental health counseling; and
- j. Assistance in completing applications for disaster relief and assistance.

6. **Information and Referral:** The AAA should ensure that the Information and Referral Service (Elder Helpline) is operational 24 hours per day during the course of the disaster/emergency to ensure that elders seeking assistance or information have a method of informing the AAA and emergency response of their needs. (See Attachment 10: Alliance for Information & Referral Services (AIRS) Elder Helpline: Standards for Professional Information and Referral.)

The Elder Helpline, 1-800-96-ELDER (1-800-963-5337), provides information and referral services to the community during, when appropriate, and following a disaster or other emergency. Each AAA, as part of their contract, maintains the operation of the Elder Helpline for their PSA. This service shall include assessing the needs of the elders, evaluating appropriate resources, indicating organizations capable of meeting those needs, helping elders for whom services are unavailable by locating alternative resources and actively participating in linking elders to needed services or volunteer opportunities. The AAAs are responsible for establishing reciprocal agreements within the aging network for the transfer of services in the event of a COOP activation. If catastrophic conditions warrant, the Department of Elder affairs has established a toll free helpline to assist with emergency overflow calls. The designated phone number is 1-877-363-2825 (requires activation and staffing).

7. **Intake Forms:**

- a. **Central File:** All intake forms must be maintained in a central file for follow-up.
- b. **Follow-Up:** All seniors contacted by the AAA must have follow-up.
- c. **Follow-Up Purpose:** Follow-up is required because:
  - i. Additional needs will develop.
  - ii. Additional resources will become available.

iii. Services delivered and not delivered must be tracked.

iv. This information will be critical for the AAA in prioritizing requests for assistance for elders affected by the disaster/emergency.

**C. Emergency Recovery:** The goal of recovery is sustained care offered over a longer period of time 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 provide staffing for the Essential Services Centers and the Disaster Recovery Centers.

When the State Recovery Desk announces the locations for the ESCs or DRCs, they will request that a variety of state agencies and non-profit organizations provide staffing. A mission will be entered into EM Constellation. The Department of Elder Affairs provides staffing as requested that can include one or all of the following:

1. Area Agencies on Aging (AAA)
2. Comprehensive Assessment and Review for Long-Term Care Services (CARES)
3. Long-Term Care Ombudsman Program (LTCOP)

The number of staff required for the DRCs will vary depending on the event and the impact. Each agency and non-profit organization is required to provide staffing for at least three days. The Department in coordination with the AAAs will provide staffing, but evaluate the need for staffing on a day-to-day basis. Staff assigned to each DRC is required to provide statistics on the number of elders seen and assisted at the close of each business day to their supervisor and the DOEA ECO or Alternate ECO.

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**Emergency Preparedness Responsibilities and Requirements**

**Area Agency on Aging**

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When staffing is requested from the Area Agency on Aging, CARES and LTCOP for an Essential Services Center or a Disaster Recovery Center, the points of contact will be sent a packet of information by email that will assist staff. The packet will be appropriate to the center being established. Additional information and literature appropriate to the type of aging services available in the area should be provided by the Area Agency on Aging and the Aging Network Partners.

The designated Department DRC Coordinator will coordinate staffing between the Area Agency on Aging, CARES and LTCOP. The AAAs will be asked to provide the primary staffing requirements due to their knowledge, availability and expertise regarding aging services in the impacted community. The AAAs are encouraged to utilize the staff of their local service providers in addition to their own staff. CARES and LTCOP staff will be utilized to supplement the staffing requirements.

One of the assigned duties of the AAAs is to include plans to staff (as needed and/or requested) Essential Services Centers (ESC), Disaster Recovery Centers (DRC), senior centers, and serves as a liaison to the county emergency operations centers. Depending on the magnitude of the event, staffing may also be warranted at special needs shelters and general population shelters to assist with Discharge Planning. It is the responsibility of the AAA ECO to identify staff that is required for the ESCs and DRCs in their area. Once a staffing roster is established, the roster should be sent promptly to the designated Department DRC Coordinator so gaps in the staffing roster can be filled. The ECO or Alternate ECO notifies the State Recovery Desk of the staffing and roster and posts rosters in the appropriate mission in EM Constellation.

If the Department is not seeing sufficient requests for assistance to warrant continued staffing of the DRC, the decision to pull staffing back will be made by the designated DRC Coordinator and/or the Alternate ECO in consultation with the Department ECO. Staff assigned on the last day will provide the FEMA and State DRC/ESC Managers with information on the services available and contact information for the AAA and the Department of Elder Affairs. Notification of the staff being withdrawn will be provided to the ESF 6 Recovery Liaison and the Recovery Desk.

The Department may also provide Community Outreach in coordination with the Area Agency on Aging to reach those elders who were unable to evacuate or chose to shelter in place. This may require door-to-door visitation.

Special Needs Shelters are operated by the Department of Health. The Department of Elder Affairs monitors the census of all special needs shelters in conjunction with Emergency Support Function 8 – Health and Medical.

The Department of Elder Affairs assigns and coordinates staffing to support operations and discharge planning for special needs shelters within and outside the disaster area, as requested by the counties. Requests for Rapid Needs Assessment and Discharge Planning assistance are made by the county or ESF 8 authorized emergency officials at the State Emergency Operations Center:

1. County EOC ESF8 Representatives should create a mission request in EM Constellation to request Discharge Planning assistance and the following information is needed in the mission description:
  - a. County name.
  - b. What types of services are needed (elderly, disabled, children)?
  - c. When is the staff needed to report for duty?
  - d. Where are they needed (address and POC)?
  - e. How long are they needed?
  - f. How many clients need services?
  - g. How many staff members are requested?

Requests received for discharge planning often involves elders. However, they can encompass individuals that are not usually served by the Department of Elder Affairs. Every effort will be made to contact appropriate state agency partners to assist with the unmet needs of clients, if outside the scope of the services provided by the aging network.

**IMPORTANT** – In keeping with NIMS protocols, the Department should only respond when there is a mission in EM Constellation or prior approval given by the DOEA Emergency Coordinating Officer to avoid duplication of effort and to track the status and details of the mission.

**Note:** Elders are unique and their reactions will be unique. For some, their life experiences have made it clear that change, even a disaster/emergency, will be survived. 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 day to day 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).
  - i. The AAA shall keep sufficient service and fiscal records to meet any reporting requirements.
  - ii. 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 in order to improperly and/or illegally utilize funds, assets or property of that person via fraud, forgery, coercion, or deception, etc. (See Attachment 13: Indicators of Exploitation).

**NIMS TRAINING GUIDELINES:**

FY10-11	Complete IS-700; IS-800; ICS-100; ICS-200 – Awareness Training Complete ICS-300; ICS-400 – Advanced Training Complete Emergency Management Framework Course – Awareness Training Complete ICS Position-Specific Training – Practicum
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**A. Acronyms:**

1. **NIMS** – National Incident Management System
2. **ICS** – Incident Command Structure

**B. Required Training: Entry Level Staff:**

1. FEMA IS-700: NIMS, An Introduction
2. ICS-100: Introduction to ICS or equivalent

**C. Personnel:** Federal/State/Local/Tribal/Private Sector & Non-governmental personnel to include entry level first responders and disaster workers

1. Emergency Medical Service personnel
2. Firefighters
3. Hospital staff
4. Law Enforcement personnel
5. Public Health personnel
6. Public Works/Utility personnel
7. Skilled Support personnel
8. Other emergency management response, support and volunteer personnel at all levels

**D. Required Training: First Line, Single Resource, Field Supervisors**

1. FEMA IS-700: NIMS, An Introduction
2. ICS-100: Introduction to ICS or equivalent
3. ICS-200: ICS for Single Resources and Initial Action Incidents

**E. Personnel: Federal/State/Local/Tribal/Private Sector & Non-governmental personnel to include:**

1. First line supervisors
2. Single resource leaders
3. Field supervisors
4. Other emergency management/response personnel that require a higher level of ICS/NIMS Training

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**NIMS TRAINING GUIDELINES:**

**A. Middle Management:**

- 1. Required Training**
  - a. FEMA IS-700: NIMS, An Introduction
  - b. FEMA IS-800: National Response Framework, An Introduction
  - c. ICS-100: Introduction to ICS or equivalent
  - d. ICS-200: ICS for Single Resources and Initial Action Incidents
  - e. ICS-300: Intermediate ICS or equivalent (FY07 Requirement)
- 2. Personnel:** Federal/State/Local/Tribal/Private Sector & Non-governmental personnel to include:
  - a. Strike team leaders
  - b. Task force leaders
  - c. Unit leaders
  - d. Division/group supervisors
  - e. Branch directors
  - f. Emergency operations center and multi-agency coordination system staff

**B. Command and General Staff**

- 1. Required Training:**
  - a. FEMA IS-700: NIMS, An Introduction
  - b. FEMA IS-800: National Response Framework, An Introduction
  - c. ICS-100: Introduction to ICS or equivalent

**Attachment 1: NIMS Training Guidelines**

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- d. ICS-200: ICS for Single Resources and Initial Action Incidents
- e. ICS-300: Intermediate ICS or equivalent (FY07 Requirement)
- f. ICS-400: Advanced ICS or equivalent (FY07 Requirement)

**2. Personnel:**

- a. Federal/State/Local/Tribal/Private Sector & Non-governmental personnel to include:
- b. Select department heads with multi-agency coordination system responsibilities
- c. Area commanders
- d. Emergency Managers and Emergency Coordinating Officers
- e. Emergency operations center and multi-agency coordination system managers

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**Attachment 2: Comprehensive Emergency Management Plan (CEMP)**

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***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.

**A. Definition of Comprehensive Emergency Management:** Comprehensive Emergency Management is generally defined to be a broad process aimed at the reduction of loss of life and property and the protection of people and assets from all types of hazards through a risk-based program of mitigation, preparedness, response and recovery. When properly implemented, CEMP includes many of the related activities included in specialty areas such as business continuity and disaster recovery.

**1. Comprehensive Emergency Management:** An integrated approach to the management of emergency programs and activities for all four emergency phases (mitigation, preparedness, response, and recovery), for all types of emergencies and disasters (natural, man-made, and attack), and for all levels of government and the private sector.

**Attachment 2: Comprehensive Emergency Management Plan (CEMP)**

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2. **Comprehensive Emergency Management Plan (CEMP):** Contains policies, authorities, concept of operations, legal constraints, responsibilities, and emergency functions to be performed. Agency response plans, responder standard operating procedures, and specific incident action plans are developed from this strategic document.
3. **Comprehensive Emergency Management Program (CEM Program):** Provides the framework for development, coordination, control and direction of all Comprehensive Emergency Management planning, preparedness, readiness assurance, response and recovery actions

**B. Business Continuity Management:** Business Continuity Management is a comprehensive process to ensure the continuation and improvement of business regardless of the nature of the event. It is meant to have a very broad meaning and is often used as an all-encompassing term to describe an integrated and enterprise-wide process.

1. Plans should include the following elements at a minimum (in alphabetical order):
  - a. Accident prevention
  - b. Business impact analysis
  - c. Business recovery
  - d. Business resumption planning
  - e. Command centers
  - f. Computer security
  - g. Contingency planning
  - h. Crisis communication
  - i. Crisis management
  - j. Disaster recovery
  - k. Emergency management and response
  - l. Event management

**Attachment 2: Comprehensive Emergency Management Plan (CEMP)**

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- m.** Exercises and training
    - n.** Information security
    - o.** Mitigation planning
    - p.** Project management and quality control
    - q.** Risk control
    - r.** Risk financing and insurance
    - s.** Risk management
    - t.** Safety and security
    - u.** Software management
  - 2.** The plan must be maintained and updated as business processes change.
  - 3.** Continuity plans must be tested. Tabletop drills and functional exercises are generally used to ensure that the plans will work.

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**CONTINUITY OF OPERATIONS PLANS (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.

**A. Overview of Continuity of Operations Plan:**

1. Continuity of Operations Plans must provide for:
  - a. Succession to office and emergency delegation of authority;
  - b. Safekeeping of essential resources, facilities and records;
  - c. Establishment of emergency operating capabilities; and
  - d. Ensure that individual departments and agencies can continue performing their essential functions under a broad range of circumstances.
2. Continuity of Operations Plans must:
  - a. Be effective with and without warning;
  - b. Take an all-hazard approach;
  - c. Include alternate facilities;
  - d. Have essential functions operational within 12 hours of activation; and
  - e. Be able to sustain operations for 30 days.
3. Objectives of COOP planning:
  - a. Ensure continued performance of agency identified essential functions and operations during a COOP event;
  - b. Reduce loss of life;
  - c. Minimize damage and losses to critical processes and information;

**Attachment 3: Continuity of Operations Plan (COOP)**

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- d.** Ensure successful succession to office in the event that a disruption renders the agency leadership unavailable to perform their responsibilities;
- e.** Reduce or mitigate disruptions to operations – anticipate what might occur and plan to deal with it;
- f.** Ensure that agencies have alternate facilities from which to perform their essential functions during a COOP event;
- g.** Protect essential facilities, equipment, vital records and other assets;
- h.** Achieve a timely and orderly recovery from a COOP situation;
- i.** Achieve an efficient reconstitution from an emergency and resume full service to both internal and external clients; and
- j.** Maintain a test, training and exercise program to support the implementation and validation of COOP plans.

**B. Elements of a Viable COOP Plan:**

- 1. Essential functions:** Essential functions are an agency's business functions that must continue with no or minimal disruptions.
  - a.** Essential functions are those functions that enable an organization to:
    - i.** Provide vital services;
    - ii.** Exercise civil authority;
    - iii.** Maintain the safety of the general public; and
    - iv.** Sustain the industrial or economic base during an emergency.
  - b.** Essential functions must continue even when an agency cannot support its broader mission.

**Attachment 3: Continuity of Operations Plan (COOP)**

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- c. When identifying essential functions, agencies must:
  - i. Determine what must be continued in all circumstances, and
  - ii. Consider those functions that cannot suffer an interruption for more than 12 hours.
- d. Agencies must be capable of sustaining these essential functions for up to 30 days.
- e. Essential functions may support another department, agency or organization.
- f. Essential functions should be prioritized based on the criticality of the function and against the likely COOP triggers and scenarios.

2. **Vital Records:** Vital records are information items (electronic and hardcopy documents, references and records) that are considered to be vital to the operation of an organization and are needed to support essential functions during a COOP situation. This includes client records and files.

- a. Categories of vital records include:
  - i. Emergency operation records;
  - ii. Client records and files; and
  - iii. Legal and financial records.
- b. An effective vital records program provides for the identification, protection and ready availability of vital records, databases and hardcopy documents necessary to support essential functions under the full spectrum of emergencies.

3. **Orders of succession:** Provisions for the assumption of senior agency officials' duties during an emergency, in the event that any of those officials are unavailable to execute their legal duties, to support day-to-day operations.

- a. Orders of succession procedures include the conditions under which succession will take place, the method of notification, and any organizational limitation on the authorities.

### **Attachment 3: Continuity of Operations Plan (COOP)**

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- c. Sustainable for up to 30 days; and
- d. Elder Helplines must be operational 24 hours a day, 7 days a week.

7. **Human Capital:** The transformation of how we employ, deploy, develop and evaluate the workforce. Focuses on results, not processes. Places the right people in the right jobs to most effectively perform the work of the organization—includes cross training.

8. **Test, Training and Exercises:** Measures to ensure that an agency's COOP program is capable of supporting the continued execution of its essential functions through the duration of a COOP situation.

9. **Devolution:** The capability to transfer statutory authority and responsibility for essential functions from an agency's primary operating staff and facilities to other employees and facilities and to sustain that operational capability for an extended period.

- a. Addresses catastrophic or other disasters that render an organization's leadership and staff unavailable or incapable of performing its essential functions from either its primary or alternate facility(ies).
- b. Should provide procedures, guidance and an organizational structure for the receiving organization to ensure that the organization's essential functions are continued.

10. **Reconstitution:** The process by which surviving and/or replacement agency personnel resume normal agency operations from the original or replacement primary operating facility. A plan to return to normal operations after agency heads or their successors determine that reconstitution operation can begin.

**C. Continuity of Operations (COOP) Template:**

- 1. **Executive Summary:** The executive summary should briefly outline the organization and content of the COOP Plan and describe what it is, whom it affects, and the circumstances under which it should be executed. Further, it should discuss the key elements of COOP planning and explain the organization's implementation strategies.

**Attachment 3: Continuity of Operations Plan (COOP)**

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2. **Introduction:** The introduction to the COOP Plan should explain the importance of COOP planning to the organization. It may also discuss the background for planning, referencing recent events that have led to the increased emphasis on the importance of a COOP capability for the organization.
3. **Purpose:** The purpose section should explain why the organization is developing a COOP Plan. It should briefly discuss applicable Federal guidance and explain the overall purpose of COOP planning, which is to ensure the continuity of mission essential functions. Because of today's changing threat environment, this section should state that the COOP Plan is designed to address the all-hazard threat.
4. **Applicability and Scope:** This section describes the applicability of the plan to the organization as a whole, headquarters as well as subordinate activities, co-located and geographically disperse, and to specific personnel groups of the organization. It should also include the scope of the plan. Ideally, plans should address the full spectrum of potential threats, crises and emergencies (natural as well as man-made).
5. **Essential Functions:** The essential functions section should include a list of the organization's prioritized essential functions. Essential functions are those organizational functions and activities that must be continued under any and all circumstances. Organizations should:
  - a. **Identify** all functions, then determine which must be continued under all circumstances;
  - b. **Prioritize** these essential functions;
  - c. **Establish** staffing and resource requirements; and
  - d. **Integrate** supporting activity.
6. **Authorities and References:** This section should reference an annex that outlines all supporting authorities and references that have assisted in the development of this COOP Plan.

**Attachment 3: Continuity of Operations Plan (COOP)**

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7. **Concept of Operations:** This section should explain how the organization will implement its COOP Plan, and specifically, how it plans to address each critical COOP element. This section should be separated into three phases.
  - a. **Phase I: Activation and Relocation (hours 0-12):** The Phase I section should explain COOP Plan activation procedures and relocation procedures from the primary facility to the alternate facility. This section should also address procedures and guidance for non-relocating personnel.
    - i. **Decision Process:** The section should explain the logical steps associated with implementing a COOP Plan, the circumstances under which a plan may be activated (both with and without warning), and should identify who has the authority to activate the COOP Plan. This process can be described here or depicted in a graphical representation.
    - ii. **Alert, Notification and Implementation Process:** This section should explain the events following a decision to activate the COOP Plan. This includes employee alert and notification procedures and the COOP Plan implementation process.
    - iii. **Orders of Succession:** This section should identify orders of succession to key positions within the organization. Orders should be of sufficient depth to ensure the organization's ability to manage and direct its essential functions and operations. The conditions under which succession will take place, the method of notification, and any temporal, geographical or organizational limitations of authority should also be identified.

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**Attachment 3: Continuity of Operations Plan (COOP)**

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- iv. **Delegations of Authority:** This section should identify, by position, the authorities for making policy determinations and decisions at headquarters, field levels and other organizational locations, as appropriate. Generally, pre-determined delegations of authority will take effect when normal channels of directions are disrupted and terminate when these channels have resumed. Delegations of authority should document the legal authority for making key decisions, identify the programs and administrative authorities needed for effective operations, and establish capabilities to restore authorities upon termination of the event.
- v. **Devolution:** The devolution section should address how an organization will identify and conduct its essential functions in the aftermath of a worst-case scenario, one in which the leadership is incapacitated. The organization should be prepared to transfer all of their essential functions and responsibilities to personnel at a different office or location.

b. **Phase II: Onsite Operations (12 hours to 30 days):** The Phase II sections should identify initial arrival procedures, as well as operational procedures for the continuation of essential functions.

- i. **Mission Critical Systems:** The section should address the organization's mission critical systems necessary to perform essential functions and activities. Organizations must define these systems and address the method of transferring/replicating them at an alternate site.
- ii. **Vital Files, Records and Databases:** This section should address the organization's vital files, records and databases, to include classified or sensitive data, which are necessary to perform essential functions and activities and to reconstitute normal operations after the emergency ceases. Organizational elements should pre-position and update on a regular basis those duplicate records, databases or back-up electronic media necessary for operations.

c. **Phase III: Reconstitution (recovery, mitigation and termination):** The Phase III sections should explain the procedures for returning to normal operations—a time phased approach may be most appropriate. This section may include procedures for returning to the primary facility, if available, or procedures for acquiring a new facility. Notification procedures for all employees returning to work must also be addressed. The conduct of an After-Action Report (AAR), to determine the effectiveness of COOP plans and procedures should be considered.

8. **COOP Planning Responsibilities:** This section should include additional delineation of COOP responsibilities of each key staff position, to include individual Emergency Relocation Group (ERG) members, those identified in the order of succession and delegation of authority, and others, as appropriate.

9. **Logistics:**

a. **Alternate Location:** The alternate location sections should explain the significance of identifying an alternate facility, the requirements for determining an alternate facility, and the advantages and disadvantages of each location. Senior managers should take into consideration the operational risk associated with each facility. Performance of a risk assessment is vital in determining which alternate location will best satisfy an organization's requirements. Alternate facilities should provide:

- i. Sufficient space and equipment;
- ii. Capability to perform essential functions within 12 hours, up to 30 days;
- iii. Reliable logistical support, services and infrastructure systems;
- iv. Consideration for health, safety and emotional well-being of personnel;
- v. Interoperable communications; and
- vi. Computer equipment and software.

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**b. Interoperable Communications:** The interoperable communications section should identify available and redundant critical communication systems that are located at the alternate facility. These systems should provide the ability to communicate within the organization and outside the organization. Interoperable communications should provide:

- i. Capability commensurate with an agency's essential functions;**
- ii. Ability to communicate with essential personnel;**
- iii. Ability to communicate with other agencies, organizations and clients. It is imperative that the Elder Helplines remain operational 24 hours a day, 7 days a week even during an event;**
- iv. Access to data and systems;**
- v. Communications systems for use in situations with and without warning;**
- vi. Ability to support COOP operational requirements;**
- vii. Ability to operate at the alternate facility within 12 hours, and for up to 30 days; and**
- viii. Interoperability with existing field infrastructures.**

**10. Tests, Training and Exercises:** This section should address the organization's Test, Training and Exercise Plan. Tests, Training and Exercises familiarize staff members with their roles and responsibilities during an emergency, ensure that systems and equipment are maintained in a constant state of readiness, and validate certain aspects of the COOP Plan. COOP Test, Training and Exercise Plan should provide:

- a. Individual and team training of agency personnel;**
- b. Internal agency testing and exercising of COOP plans and procedures;**
- c. Testing of alert and notification procedures;**
- d. Refresher orientation for COOP personnel; and**

**Attachment 3: Continuity of Operations Plan (COOP)**

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- e. Joint interagency exercising of COOP plans, if appropriate.
- 11. **Multi-Year Strategy and Program Management Plan:** This section should discuss how the organization plans to develop their Multi-Year Strategy and Program Management Plan (MYSPMP). The MYSPMP should address short and long-term COOP goals, objectives, timelines, budgetary requirements, planning and preparedness considerations, and planning milestones or tracking systems to monitor accomplishments. It should be developed as a separate document.
- 12. **COOP Plan Maintenance:** This section should address how the organization plans to ensure that the COOP Plan contains the most current information. Federal guidance states that organizations should review the entire COOP Plan at least annually. Key evacuation routes, roster and telephone information, as well as maps and room/building designations of alternate locations should be updated as changes occur.
- 13. **Annexes:**
  - a. **Annex A: Authorities and References:** This annex should cite a list of authorities and references that mandate the development of this COOP Plan, and provide guidance towards acquiring the requisite information contained in the COOP Plan.
  - b. **Annex B: Operational Checklists:** This section should contain operational checklists for use during a COOP event. A checklist is a simple tool that ensures all required tasks are accomplished so that the organization can continue operations at an alternate location. Checklists may be designed to list the responsibilities of a specific position or the steps required to complete a specific task. Sample operation checklists may include:
    - i. Emergency Calling Directory;
    - ii. Key Personnel Roster and Essential Functions Checklist;
    - iii. Senior Emergency Response Team Roster;
    - iv. Emergency Relocation Team Checklist
    - v. Alternate Site Acquisition Checklist;
    - vi. Emergency Operating Records and IT Checklist; and

**Attachment 3: Continuity of Operations Plan (COOP)**

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vii. Emergency Equipment Checklist.

- c. **Annex C: Alternate Location/Facility Information:** This annex should include general information about the alternate location/facility. Examples include the address, point of contact, and available resources at the alternate location.
- d. **Annex D: Maps and Evacuation Routes:** This annex should provide maps, driving directions, and available modes of transportation from the primary facility to the alternate location. Evacuation routes from the primary facility should also be included.
- e. **Annex E: Definitions and Acronyms:** This annex should contain a list of key words, phrases and acronyms used throughout the COOP Plan and within the COOP community. Each key word, phrase and acronym should be clearly defined.
- f. **Pandemic Annex:** 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. Rates of absenteeism will, however, depend on the severity of the pandemic. Health officials are predicting that in a severe pandemic, absenteeism attributable to illness, the need to care for ill family members and fear of infection may reach upwards of 40 percent during peak weeks of a community outbreak and could last up to three months. 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 other 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 in order to provide essential services to the public.

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**Attachment 4: Role of Department of Elder Affairs Emergency Coordinating Officer**

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***ROLE OF DEPARTMENT OF ELDER AFFAIRS EMERGENCY COORDINATING OFFICER:***

The Department of Elder Affairs Emergency Coordinating Officer provides statewide leadership, direction, guidance, support and coordination in the areas of disaster mitigation, preparedness, response and recovery for Florida's elders.

**A. Responsibilities of DOEA Emergency Coordinating Officer:**

1. Developing the continuity of operations (COOP) and comprehensive emergency management (CEMP) plans for the Department of Elder Affairs, and providing technical assistance to AAAs with the development of their plans;
2. Work with the DOEA Communications Office to update the annual Disaster Preparedness Guide for Elders in English and Spanish;
3. Providing education, demographic information, training and technical assistance on disaster planning and emergency response for elders to increase public awareness and create a culture of preparedness;
4. Providing expertise to local, state and federal officials on the unique needs of elders and appropriateness of services and emergency response efforts;
5. Creating 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, ice, medications, fuel, emergency contact information and other important documents including prescriptions and living wills;
6. Supporting the efforts to improve access and transportation to special needs shelters, including enhancements to the special needs registry, and ensuring the availability of appropriate services at special needs shelters;
7. Standardizing procedures for discharge planning and transition assistance for special needs shelter clients in each county to ensure continuity of care and services including: assessment of medical, transportation, housing, financial, mental health and nutritional needs, and identification of available services or resources to meet client needs;

**Attachment 4: Role of Department of Elder Affairs Emergency Coordinating Officer**

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8. Leading the Statewide Interagency Special Needs Shelter Response Teams with assistance of designated staff from Department of Elder Affairs, Department of Health, Department of Children and Families, Department of Veterans' Affairs, Division of Emergency , Agency for Health Care Administration, Agency for Persons with Disabilities, and other appropriate agencies and entities to assist local county emergency management agencies with the continued operation or closure of special needs shelters, as well as with the discharge of special needs clients to alternate facilities, if necessary;
9. Staffing the State Emergency Operations Center to direct and coordinate the response and recovery efforts for elders needing assistance following an emergency event. Serves as the primary liaison with the AAAs, CARES Office, Ombudsman and 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; and
10. Serves as the primary liaison to communicate information and directives related to emergency issues to and from the AAAs and AoA.

**B. The Mission of the Office of Emergency Operations and Disaster Preparedness** 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.

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**Attachment 5: Department of Elder Affairs Emergency Memorandum:  
Preparations to Implement Emergency Relief Measures**

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## **EMERGENCY MEMORANDUM**

**TO:** Area Agency on Aging Directors and Aging Network Disaster Coordinators

**FROM:** Secretary \_\_\_\_\_

**SUBJECT:** Preparation to Implement Emergency Relief Measures

**DATE:** \_\_\_\_\_

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Please be prepared to implement your disaster plans and take precautionary measures in relation to \_\_\_\_\_, if you have not already done so. As the Area Agency on Aging you shall instruct lead agencies in the counties under your jurisdiction to contact the appropriate Local County Emergency Management Office to determine the evacuation status in their county. The next advisory is scheduled for \_\_\_\_\_ and you will be provided with additional information.

1. Report to the Department of Elder Affairs Emergency Coordinating Officer or Alternate, the status of the counties at the earliest possible time.
2. Instruct Local Service Providers to be ready to implement a call-down of at-risk and special needs clients.
3. Both you and the Local Service Providers monitor local weather reports and activity and keep DOEA abreast of storm activity in your area.
4. Both you and Local Service Providers need to prepare hard copy reports and client lists to ensure your ability to contact clients to determine their status and identify any unmet needs. Electronic records may not be available after impact due to loss of power, damage to equipment or facilities, or inability to access databases or files.
5. Review Continuity of Operations Plans to address steps to be taken before, during and after an event to maintain operations and functionality of Elder Helplines and Information Referral services.

**This information is primarily for the following PSAs (circled or in bold)**

1    2    3    4    5    6    7    8    9    10    11

**Note: Other PSAs, please monitor in case the forecast changes.**

**Attachment 6: Department of Elder Affairs Emergency Memorandum:  
Implementation of Emergency Relief Measures**

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**EMERGENCY MEMORANDUM**

**TO:** Area Agency on Aging Directors and Aging Network Disaster Coordinators

**FROM:** Secretary \_\_\_\_\_

**SUBJECT:** Implementation of Emergency Relief Measures

**DATE:** \_\_\_\_\_

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The contracts in place with Area Agencies on Aging and Local Service Providers state in the event of a declared disaster or state of emergency by the President of the United States or the Governor of Florida, the Secretary of the Department of Elder Affairs has the authority to direct Area Agencies on Aging and, in turn, Local Service Providers to implement their Emergency Relief measures. Due to the current situation with \_\_\_\_\_, a declaration from the Governor has been issued, **Executive Order** \_\_\_\_\_. Therefore, I am officially instructing the Area Agencies on Aging to:

- Contact and coordinate levels of activation with County Offices of Emergency Management and place call-downs to all Local Service Providers. Instruct them that implementation of emergency relief measures have been ordered by the Department of Elder Affairs.

Relief measures outlined in the Department of Elder Affairs guidelines for Local Service Providers include the following:

1. Pre- and Post-event call down of at-risk clients;
2. Evaluate the ability of the Area Agency on Aging and Local Service Providers to continue service delivery and report status to the Department of Elder Affairs Emergency Coordinating Officer (ECO) or Alternate;
3. After-hour staff coverage of Elder Helplines;
4. Delivery of services to all elderly in need after the storm, if necessary and possible;
5. Dispatch designated Emergency Service Directors from the Local Service Provider and Area Agency on Aging to shelters within and outside the disaster area to help elderly evacuees;
6. Distribution of meals before or after the event, if possible; and
7. Assignment of staff to Local Emergency Operations Centers within the disaster area and field assistance offices set up by the state and federal emergency agencies per agreements with local County Emergency Management officials.

**DEPARTMENT OF ELDER AFFAIRS PROGRAMS AND SERVICES HANDBOOK**  
**Chapter 8: Emergency Management and Preparedness**

**Attachment 6: Department of Elder Affairs Emergency Memorandum:  
Implementation of Emergency Relief Measures**

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**The above measures are required minimums in Local Service Provider disaster plans. Any other measures above and beyond should also be taken as necessary. The AAAs are to assist as necessary with the Local Service Providers' implementation of emergency measures.**

This information is primarily for the following PSAs (circled/bold)

1      2      3      4      5      6      7      8      9      10      11

**Note: Other PSAs should also monitor.**

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams**  
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**Florida Department of Elder Affairs**

**Office of Disaster Preparedness and  
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**Special Needs Shelter Discharge Planning Response Teams**

**MULTIAGENCY RESPONSE TEAMS**  
**Standard Operating Procedure**

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Introduction**

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**INTRODUCTION:**

Natural and man-made emergencies and disasters impact homes, businesses and public infrastructure, often quickly overwhelming the response capabilities of local agencies. During such events, individuals who require assistance with activities of daily living may choose to evacuate to Special Need Shelters. A special needs shelter is a temporary emergency facility capable of providing care to residents whose medical condition is such that it exceeds the capabilities of the Red Cross General Population Shelter, but is not severe enough to require hospitalization.

The Secretary of the Florida Department of Elder Affairs (DOEA) is required to convene Multiagency Special Needs Shelter Discharge Planning Response Teams, at any time that he or she deems appropriate and necessary, or as requested by ESF 8 at the State Emergency Operations Center, to assist local areas that are severely impacted by a natural or manmade disaster that requires the use of special needs shelters. The 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.

Availability of emergency workers during disaster response and recovery operations is a factor that must be considered by all emergency response organizations. All such organizations must take all necessary initiatives to ensure availability of their work force. This includes taking active steps to facilitate the safety and welfare of workers' families.

It is the Department of Elder Affairs' mission to provide essential social and health services to the elderly, promote social, physical, economic and emotional well-being to encourage maximum independence and improve the quality of life for seniors and their caregivers.

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter**  
**Discharge Planning Response Teams**  
**Special Needs Shelter Clients**

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**SPECIAL NEEDS SHELTER CLIENTS:**

**A. Definition and Criteria:**

- 1. Client Definition:**
  - a.** A person with special needs is defined as a person who during periods of evacuation, either mandatory or voluntary, will require assistance that exceeds the basic level of care provided at the general population shelter but will not require the level of skilled medical care provided at institutional facilities.
  - b.** One who would need assistance during evacuations and sheltering because of physical or mental handicaps (Chapter 252.355, F.S.).
- 2. Criteria for Special Needs Shelter client may include, but are not limited to:**
  - a.** A person with a stable medical condition that requires periodic observation, assessment and maintenance (i.e. glucose readings, vital signs, ostomy care, urinary catheter);
  - b.** A person requiring periodic wound care assistance (i.e. dressing changes);
  - c.** A person with limitations that requires assistance with activities of daily living;
  - d.** A person requiring and needing assistance with oral, subcutaneous or intramuscular injectable, or topical medication;
  - e.** A person requiring minimal assistance with ambulation, position change and transfer (i.e. able to move more than 100 feet with or without an assistive device);
  - f.** A person requiring oxygen that can be manually supplied;
  - g.** A person medically dependent on uninterrupted electricity for therapies including but not limited to oxygen, nebulizer and feeding tubes. Ventilator dependent persons and persons with multiple special needs requiring a higher level of care, may need to be referred to a skilled medical facility;

**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Special Needs Shelter Clients**

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- h. A person with mental or cognitive limitations requiring assistance who is accompanied by an appropriate fulltime caregiver for the duration of their stay in the shelter;
- i. A person requiring fulltime care who is accompanied by an appropriate fulltime caregiver for the duration of their stay in the shelter;
- j. A person whose weight does not exceed the safety weight restrictions of provided cots; or
- k. A person who can be safely transferred and does not require specialty lifting or transferring equipment. A person requiring a stretcher to be transported may need to be referred to a higher skilled medical facility.

- 3. Every reasonable effort should be made to avoid admitting clients with known infectious conditions or those who require isolation, i.e. Methycillin Resistant Staph Aureous (MRSA) or persons who require respiratory isolation, such as infectious TB.
- 4. Counties with special needs shelters with resources that can safely accept a person exceeding the above criteria may choose to do so.

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Special Needs Shelter Clients**

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**B. Client Eligibility for Multiagency Special Needs Shelter Discharge Planning Response Team Assistance**

1. Each special needs shelter client who has been identified by the special needs shelter staff and/or the Multiagency Special Needs Shelter Discharge Planning Team (Response Team) as not having a viable post-event discharge plan is eligible for discharge planning assistance from the special needs shelter staff and/or the Response Team.
2. Criteria for eligibility include the following:
  - a. Pre-event residence is not habitable.
  - b. Societal under-pinnings (fire protection, emergency medical service [EMS], law enforcement, power, water and sewer) are not available at pre-event residence.
  - c. Continuity of care cannot be assured at pre-event residence.
  - d. New medical conditions have presented or developed during the client's stay at the special needs shelter. As an example, the client may experience the onset of confusion or incontinence, both of which may be temporary, but should be addressed and taken into consideration before discharging the client to their pre-event residence without appropriate additional care or services.
3. It is the responsibility of assisted living facilities, nursing homes and adult family care homes to have emergency plans in place and provide for the relocation and continuity of care for their residents. Should assisted living facility, nursing home or adult family care home residents seek shelter in special needs shelters, the individual will be admitted to the special needs shelter; however, the assisted living facility, nursing home or adult family care home staff will be contacted by the shelter staff and/or Response Team and requested to come to the special needs shelter to assume responsibility for the resident. In most cases, it is inappropriate for individuals residing pre-event in assisted living facilities, nursing homes or adult family care homes to be accommodated in special needs shelters due to the level of care required and limitation of services available.

**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter**  
**Discharge Planning Response Teams**  
**Special Needs Shelters**

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**SPECIAL NEEDS SHELTERS:**

- A.** Special Needs Shelters are refuges of last resort intended to maintain the current health, safety and well-being of the medically-dependent individuals who are not acutely ill, to the extent possible;
- B.** Meet a multitude of human needs, both physical and psychological, under adverse conditions; and
- C.** Are generally intended to operate for a limited time of one to four days.
- D.** The purpose of a Special Needs Shelter is to provide, to the extent possible under emergency conditions, an environment in which the current level of health of the clients with special needs can be sustained within the capabilities of available resources.
  - 1.** Persons eligible for the Special Needs Shelter may have physical or mental conditions that require limited medical/nursing oversight that cannot be accommodated or provided for in a general population shelter.
  - 2.** Medical eligibility for the Special Needs Shelter is based on a “leveling system” that takes into account the acuity of the condition and the skills required to provide care.
  - 3.** The Special Needs Shelter is not a hospital, a nursing home/restorative care center or a hotel.

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Scope**

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**SCOPE:**

This procedure is limited to the responsibilities of the Multiagency Special Needs Shelter Discharge Planning Response Teams (Response Teams). In addition, each agency shall maintain a roster of available and deployed employees including location and contact information.

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Purpose**

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**PURPOSE:**

The purpose of this standard operating procedure (SOP) is to provide guidelines for activation and deployment of the Multiagency Special Needs Shelter Discharge Planning Response Teams to implement the procedures within its scope of responsibility. This procedure also ensures a consistent mode of operations with other agencies and entities involved in Discharge Planning and Transition Services at Special Needs Shelters.

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Assumptions**

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**ASSUMPTIONS:**

- A.** A disaster may occur with little or no warning and may escalate rapidly, depleting the resources of any single local response organization or jurisdiction to handle. Additional shelters may be needed post-event due to:
  - 1.** Duration of the event and/or post event conditions (extreme heat, lack of Access to food and medical services/medicine), or
  - 2.** Lack of availability of societal underpinnings (fire protection, EMS, law enforcement, power, water and sewer), or
  - 3.** Disruption of services to ensure the continuity of care.
- B.** Under an Executive Order signed by the Governor, additional provisions may be relevant to Discharge Planning at Special Need Shelters or response efforts in an affected area.
- C.** Prior to emergency activation, a working relationship should be developed between the county emergency operations center and the county health department.
- D.** The Secretary of the Department of Elder Affairs is encouraged to proactively work with other state agencies prior to any natural disasters for which warnings are provided to ensure that Multiagency Special Needs Shelter Discharge Planning Response Teams are ready to assemble and deploy rapidly upon a determination by state emergency management officials that a disaster area requires additional assistance or is deemed appropriate and necessary by the Secretary of the Department of Elder Affairs.
- E.** **Local emergency management officials will exhaust all efforts and resources and demonstrate due diligence in the discharge of special needs shelters clients before requesting the assistance of a Multiagency Special Needs Shelter Discharge Planning Response Team through Emergency Support Function 8 (ESF 8, Health and Medical Services) of the State Emergency Operations Center.**

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Assumptions**

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- F.** A Multiagency Special Needs Shelter Discharge Planning Response Team shall include at least one representative from each of the following state agencies:
  1. Department of Elder Affairs
  2. Department of Health
  3. Department of Children and Families
  4. Department of Veterans' Affairs
  5. Division of Emergency Management
  6. Agency for Health Care Administration
  7. Agency for Persons with Disabilities
- G.** The Secretary of the Department of Elder Affairs may call upon any state agency or office to provide staff to assist a Multiagency Special Needs Shelter Discharge Planning Response Team.
- H.** Each state agency represented on the Multiagency Special Needs Shelter Discharge Planning Response Team should designate a primary contact for purposes of coordination and communication. The recommended point of contact is the agency's Emergency Coordinating Officer. This designated agency contact will be known as the ***Agency Primary Contact***.
- I.** The Multiagency Special Needs Shelter Discharge Planning Response Team should be comprised of representatives from each agency's local, regional or district locations due to their knowledge of local resources and services available to assist Special Needs Shelter clients. The safety of the employee is paramount and no employee should be deployed or activated until local emergency management officials have announced that roadways are safe to travel and that conditions are safe and secure for responders. Additional consideration should be given to ensure that the responding employee's family and residence are secured prior to deployment to the special needs shelter. In some cases, the decision may be made to deploy staff from Tallahassee or another identified centralized location, if the local agency resources are unable to deploy, as requested.

**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Assumptions**

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- J.** The Department of Elder Affairs will designate an Elder Affairs representative (Comprehensive Assessment and Review for Long-Term Care Services [CARES], Long-Term Care Ombudsman [Ombudsman] or Area Agency on Aging [AAA]) to serve as the Multiagency Special Needs Shelter Discharge Planning Response Team lead. This position will be known as the ***Discharge Planning Response Team Lead in each county***. If emergency circumstances prevent a CARES, Ombudsman or Area Agency on Aging Response Team member from serving as the Discharge Planning Response Team Lead in a county, the Department of Elder Affairs may designate a Response Team member representing another agency to serve as the Discharge Planning Response Team Lead for the county.
- K.** The Secretary of Elder Affairs may determine that the nature or circumstances surrounding the disaster do not warrant participation from a particular agency's staff.

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**DEPARTMENT OF ELDER AFFAIRS PROGRAMS AND SERVICES HANDBOOK**  
**Chapter 8: Emergency Management and Preparedness**

**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Authorities and References**

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**AUTHORITIES AND REFERENCES:**

- A.** Chapter 252, Florida Statutes
- B.** Section 381.0303, Florida Statutes
- C.** Chapter 2006-71, Laws of Florida

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Role of the Emergency Coordinating Officer, Florida Department of Elder Affairs**

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***ROLE OF THE EMERGENCY COORDINATING OFFICER, FLORIDA DEPARTMENT  
OF ELDER AFFAIRS:***

- A. Mission:** At the direction of the Secretary of the Florida Department of Elder Affairs, the Emergency Coordinating Officer is responsible for implementation of the Multiagency Special Needs Shelter Discharge Planning Response Team and achieving operational objectives.
- B. Responsibilities:**
  - 1. Implements the operational objectives of the Multiagency Special Needs Shelter Discharge Planning Response Team
  - 2. Ensures staffing levels and numbers of employees designated to serve on the Multiagency Special Needs Shelter Discharge Planning Response Team are appropriate based on the magnitude of the event.
  - 3. Keeps the Secretary of Elder Affairs informed of response activities.
  - 4. Coordinates with designated members of each represented agency regarding the efficient flow of verbal information to and from impacted county emergency operation centers (EOCs).
  - 5. Manages the deployment of Multiagency Special Needs Shelter Discharge Planning Response Team(s), which includes maintaining a roster of names, contact numbers, locations and expected deployment dates based on information provided by each agency.
  - 6. Promotes the training and preparation activities for all activations of the Multiagency Special Needs Shelter Discharge Planning Response Team.
  - 7. Tasks and follows up on missions to ESF 8.
  - 8. Must have a thorough understanding of Multiagency Special Needs Shelter Discharge Planning Response Team operations, the Incident Command System, and the emergency support function (ESF) process.
  - 9. Must be proficient in the use of the emergency management EM Constellation.

**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Role of the Emergency Coordinating Officer, Florida Department of Elder Affairs**

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**C. Activation Duties:**

1. Obtain situational briefings from the Operations Section Chief at the State Emergency Operations Center to include:
  - a. The nature and scope of the event.
  - b. The Area(s) of Operation.
  - c. Immediate and forecasted risks to life and property.
  - d. State and local response actions currently underway and planned.
  - e. Locations of Special Needs Shelters (names, locations and contact numbers maintained by ESF 8).
  - f. Relevant information regarding weather, Intel forecasts and hazard analyses.
  - g. Status of State and federal declarations.
  - h. SEOCC activation level, hours of operation, briefing schedule.
  - i. Participate in state emergency operation center (SEOC) teleconference briefings with county emergency operations centers
2. Ensure that the Multiagency Special Needs Shelter Discharge Planning Response Team(s) is ready to activate and receive reports from the Agency Primary Contact.
  - a. Activation will occur in two phases:
    - i. **Phase One:** Preparation to begin the activation at the time that a Hurricane Warning is issued for a county.
    - ii. **Phase Two:** Activation of the Multiagency Special Needs Shelter Discharge Planning Response Team(s) upon request from ESF 8 at the SEOC, or upon determination of need for assistance made by the Secretary of Elder Affairs.

**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams**  
**Role of the Emergency Coordinating Officer, Florida Department of Elder Affairs**

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- b. Agency Primary Contact Activation and Deployment Responsibilities:**
  - i.** Upon notification from the Emergency Coordinating Officer from the Department of Elder Affairs, each Agency Primary Contact shall place their designated employees on stand-by for deployment in local districts and regions and confirm contact information, as well as Special Need Shelter phone numbers and key contact information for the County ESF 8 point of contact for each mission and any other guidance document such as the *Special Needs Discharge Planning Procedures* that may be useful in their fulfilling their role and provided requested assistance to local emergency management officials.
  - ii.** Once deployed, the Agency Primary Contact will ensure the roster of deployed personnel is kept current and provide information to the Emergency Coordinating Officer of the Department of Elder Affairs as requested.
- c. County Discharge Planning Response Team Lead**
  - i.** The Department of Elder Affairs will serve as the lead agency in each county where a Multiagency Special Needs Shelter Discharge Planning Response Team(s) has been activated and deployed.
  - ii.** Designated representatives of the Department of Elder Affairs (CARES, Ombudsman or Area Agency on Aging) will have primary responsibility to lead and direct the efforts of the Multiagency Special Needs Shelter Discharge Planning Response Team(s) at each affected Special Needs Shelter in each county.
  - iii.** If emergency circumstances prevent a CARES, Ombudsman or Area Agency on Aging Response Team member from serving as the County Discharge Planning Response Team Lead, the Department of Elder Affairs may designate a Response Team member representing another agency to serve as the County Discharge Planning Response Team Lead.

**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
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3. Ensure that calls or briefing sessions are scheduled to keep Agency Primary Contacts updated and to facilitate communication with deployed Response Teams.
4. Based on the anticipated magnitude of the event, deploy additional Multiagency Special Needs Shelter Discharge Planning Response Team(s) for a county or counties.
5. Serve as the single point of contact for receiving requests for resources and assistance in discharge planning from the State Emergency Operations Center ESF 8 or an impacted county and for providing status reports and information to the SEOC, ESF 8 and the impacted counties once Response Teams have been deployed.
6. Responsible for ensuring that EM Constellation missions are updated with status of deployment and all activities related to the Multiagency Special Needs Shelter Discharge Planning Response Team(s).
7. Provide ESF 8 with SITREP (Situation Reports) information, as required.
  - a. Maintain contact with County Discharge Planning Response Team Leads (DOEA CARES, Ombudsman and/or AAAs) who have been activated and/or deployed to the counties.
  - b. Based on operational tempo, coordinate with the agency primary contacts regarding the feasibility of deactivating the Multiagency Special Needs Shelter Discharge Planning Response Team(s).
  - c. Ensure that SEOC, ESF 8, and impacted counties are made aware of any implemented changes and update information in EM Constellation.
  - d. Participate in action planning sessions and SEOC briefings, if scheduled.

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
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**D. Stand Down:**

1. Coordinate with the ESF 8 regarding the deactivation plan for the Multiagency Special Needs Shelter Discharge Planning Response Team(s).
2. Ensure that EM Constellation missions are updated and completed.
3. Receive reports from each Discharge Planning Response Team Lead to determine outcomes and issues that still need to be resolved.
4. Develop after-action items for future discussion.

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**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
Concept of Operations**

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**CONCEPT OF OPERATIONS:**

**A. Agency and Mission Assignment:**

1. A request is received by ESF 8 in the SEOC to support local emergency management officials with the continued operations or closure of a special needs shelter(s) after determining that all local efforts and resources have been exhausted (due diligence). The Secretary of Elder Affairs is encouraged to proactively work with other state agencies prior to any natural disasters for which warnings are provided to ensure that Multiagency Special Needs Shelter Discharge Planning Response Teams are ready to assemble and deploy rapidly upon a determination by state emergency management officials that a disaster area requires additional assistance or is deemed appropriate and necessary by the Secretary of the Florida Department of Elder Affairs.
2. ESF 8 receives the request from an impacted county EOC or County Health Department and ensures all essential information is provided to the Emergency Coordinating Officer of the Department of Elder Affairs. The resource request should include:
  - a. Information on the number of clients needing discharge planning assistance;
  - b. Location of the special needs shelter(s);
  - c. Shelter phone number (dedicated line);
  - d. Duration of operations or date of anticipated closure of the shelter;
  - e. Shelter contact person with phone numbers;
  - f. A brief description of the request and the mission; and
  - g. County ESF 8 local point of contact information for the official requesting the mission in EM Constellation including a direct telephone number for the Discharge Planning Response Team Lead in each county to use in coordinating the response efforts

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3. When the information is complete, ESF 8 tasks the mission to the Emergency Coordinating Officer of the Department of Elder Affairs to activate the Multiagency Special Needs Shelter Discharge Planning Response Team(s), as appropriate.
4. The Emergency Coordinating Officer for the Department of Elder Affairs will contact the Agency Primary Contact to provide information and the EM Constellation mission number of the ESF 8 request for deployment of the Multiagency Special Needs Shelter Discharge Planning Response Team(s), along with details for the activation.
5. The Emergency Coordinating Officer of the Department of Elder Affairs will monitor the progress of all missions within their area(s) of responsibility and maintain regular communications with deployed Response Team members.
6. The Emergency Coordinating Officer of the Department of Elder Affairs will update the status of missions in EM Constellation and will provide regular updates to county Emergency Operations Centers and SEOC officials, as required.
  - a. The county may be able to monitor its resource request(s) on EM Constellation, unless it does not have or cannot get access to EM Constellation.
  - b. The resource request in EM Constellation for discharge planning assistance at county special needs shelters must not be checked complete (✓) until the Emergency Coordinating Officer of the Department of Elder Affairs has been notified by the Discharge Planning Response Team Lead within the county that all special needs shelter clients have been placed. In the event that additional resources are required or unmet needs are identified, the mission will not be checked as complete.

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**B. Activation Protocols and Notification to Agencies:** Activation will occur in two phases:

1. Phase One – Preparation to Activate: Notification will be made to the Agency Primary Contacts to begin preparation for activation at the time that a Hurricane Warning is issued for a county.
2. Phase Two – Activation: Notification will be made to each Agency Primary Contact to activate the Multiagency Special Needs Shelter Discharge Planning Response Team(s) upon request from ESF 8 at the SEOC, or upon determination of need for assistance made by the Secretary of Elder Affairs.

**C. Role of Agency Primary Contact:** Each Agency Primary Contact is responsible to ensure a state of readiness is maintained by:

Ensuring the development and maintenance of a roster of personnel who will serve on Discharge Planning Response teams including names, contact numbers, locations, areas to which the individual could be assigned and expected deployment duration and provide the information to the Emergency Coordinating Officer of the Department of Elder Affairs as requested. Each member of the agency response team will be given the contact information for the Discharge Planning Response Team Lead for the Response Team to which the individual is assigned and instructed to make contact to provide information regarding estimated time of arrival at the Special Needs Shelter and obtain any additional updates that may be available regarding deployment.

Ensuring that members of the Multiagency Special Needs Shelter Discharge Planning Response Team(s) are provided current copies of the *Standard Operating Procedures for Response Teams*, the *Discharge Planning Tool for Rapid Needs Evaluation* and the *Discharge Planning Tool for Rapid Needs Evaluation Procedures*

Encouraging agency Response Team members to complete CERT (Community Emergency Response Team) training and to obtain County Emergency Operations Center identification badges to facilitate the members' ability to purchase fuel on a prioritized basis, obtain supplies and travel within the declared impacted area after curfew.

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**D. Recommended Materials and Supplies for the Multiagency Special Needs  
Shelter Discharge Planning Response Team(s) Members (see Appendix 1  
for additional recommended supplies):**

1. Telephone (cell, satellite, blackberry, if available);
2. GPS (if available);
3. Laptop with wireless internet access;
4. Writing pads, pens and pencils;
5. *Multiagency Special Needs Shelter Discharge Planning Response Team  
Standard Operating Procedures;*
6. *Discharge Planning Tool for Rapid Needs Evaluation Form and  
Procedures;*
7. County EM, ESF 8, and County Health Department contacts and phone  
lists;
8. State agency internal/external contact phone list; and
9. Response Team rosters including home, office and work cell (if applicable)  
phone list.

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**E. Reporting of Discharge Assistance:** The ECO of Elder Affairs will update the status of missions in EM Constellation and will provide regular updates to ESF 8, county EOCs and SERT (State Emergency Response Team) Liaisons, as required, based on information received from the lead designated area coordinators (CARES, Ombudsman or Area Agency on Aging).

1. The county may be able to monitor its resource request on EM Constellation, unless it does not have or cannot get access to EM Constellation.
2. The resource request must not be checked complete (✓) in Constellation until the Emergency Coordinating Officer of the Department of Elder Affairs has been notified that all clients have been placed. In the event that additional resources are required or unmet needs are identified to place the remaining clients, the mission will not be checked as complete until all clients have been placed.

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Discharge Planning Response Teams  
Special Needs Shelter Discharge Planning Response Team Procedures**

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**SPECIAL NEEDS SHELTER DISCHARGE PLANNING RESPONSE TEAM  
PROCEDURES:**

**A. Purpose:** The Special Needs Shelter Discharge Planning Procedures establishes the framework for an effective system to ensure that clients sheltering in special needs shelters will be assisted in:

1. Identifying and relocating to post-event housing.
2. Ensuring continuity of care should the individual be unable to return to the pre-event residence due to damage to the structure, lack of societal under-pinnings (fire protection, EMS, law enforcement, power, water and sewer), and/or lack of services for continuity of care.
3. The Special Needs Shelter Discharge Planning Procedures encourage the utilization and identification of all available community resources to achieve a comprehensive, client-based approach to the discharge and transition planning process for special needs shelter clients who require discharge planning assistance.

**B. Initial Actions:**

1. The Discharge Planning Response Team Lead for a county will make initial telephone contact with the local county ESF 8 designated official listed in the EM Constellation message to obtain any updated information and to provide an estimated time of arrival at the Special Needs shelter.
2. The Discharge Planning Response Team Lead for each county will be provided with a roster of deployed agency representatives to facilitate communication and to provide to team members upon their arrival at the shelter.
3. Upon arrival at the special needs shelter, Response Team members will identify themselves to each other and present their identification badges (agency badges, SERT or CERT) to the special needs shelter unit leader (SpNS Unit Leader).
4. Inquiry should be made by the discharge planner to determine if a county guide is available to identify local resources that can assist clients with services such as housing, transportation, basic living activities, debris removal, nutrition and community and volunteer outreach.

**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
Discharge Planning Response Teams  
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5. The Discharge Planning Response Team Lead for a county will brief the SpNS unit leader on the responsibilities of the Response Team.
6. The Discharge Planning Response Team Lead for a county will request the SpNS unit leader to identify clients who require Response Team discharge planning assistance.
7. The Discharge Planning Response Team Lead for a county will request access to all pre-registration and intake/admission forms that have been completed for clients who have been identified as requiring discharge planning assistance.
8. Response Team members will confer to review the client information provided by the SpNS unit leader.
9. Response Team members will determine the assignment of each client to specific members of the Response Team for discharge planning.
10. Response Team members will review the records of assigned clients and begin completing the *Discharge Planning Tool for Rapid Needs Evaluation* for each assigned client inserting requested information that is available from pre-existing client records such as special needs shelter registrations or intake forms. (Refer to the *Discharge Planning Tool for Rapid Needs Evaluation Procedures*.)

**C. Discharge Planning:**

1. Response Team members will use the *Discharge Planning Tool for Rapid Needs Evaluation* to determine if the client has a viable relocation plan should the client be unable to return to their pre-event residence once the special needs shelter closes.
2. Response Team members will identify themselves to assigned clients (ensuring that photo identification badges are displayed at all times) and explain to the client the role of the Response Team.
3. Response Team members will determine if the client requires the assistance of the client's caregiver (if available) to provide the necessary information for discharge planning.

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4. Response Team members will complete the *Discharge Planning Tool for Rapid Needs Evaluation* by conducting one-on-one interviews with the client and/or the client's caregiver.
5. The Response Team member will determine if the **client is able to return to their pre-event residence** (refer to Section I of the *Discharge Planning Tool for Rapid Needs Evaluation Procedures* for methods of determining the status of the pre-event residence). Criteria for returning to the pre-event residence include:
  - a. The pre-event residence is habitable;
  - b. Societal underpinnings (fire protection, EMS, law enforcement, power, water and sewer) are available at the pre-event residence; and
  - c. Continuity of care and additional services, as appropriate, can be assured at the pre-event residence.
6. If the Response Team member determines that the **client cannot return to the client's pre-event residence** (refer to the *Discharge Planning Tool for Rapid Needs Evaluation Procedures* for methods of determining the status of the pre-event residence), the Response Team member must determine if the client has a viable plan for alternative housing. Every effort should be made to take into consideration the client's preferences for relocation options. A viable alternative plan must ensure:
  - a. Continuity of care and access to transportation, medical services and medical care;
  - b. Availability of food, water, power, sewer, fire protection and law enforcement; and
  - c. A habitable residence.
7. If the Response Team member determines that the client does not have a viable alternate plan for post-event housing, the Response Team will complete Section II of the *Discharge Planning Tool for Rapid Needs Evaluation* to identify viable post-event housing that will ensure continuity of client care (refer to the *Discharge Planning Tool for Rapid Needs Evaluation Procedures* for completion of Section II).

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**D. Post-Event Housing:** To determine the viable options for a client's post-event housing, the Response Team member should complete the Comprehensive Assessment form appropriate for the client receiving discharge services. (DOEA Form 701B Comprehensive Assessment, DCF Form CF-ES 2237 ACCESS Florida Application, or other agencies' assessment forms, as appropriate.)

Response Team member will identify viable housing resources available to discharge the client to the appropriate setting.

Resources to assist in discharge planning for housing can be found in the *Alternate Site Discharge Planning Resource Guide* and include the following:

1. Red Cross Assistance – The Red Cross may be able to provide emergency temporary housing assistance to individuals requiring housing assistance. A Red Cross Case Manager must be contacted and complete the necessary paperwork to obtain the emergency temporary housing assistance.
2. Agency for Health Care Administration (AHCA) generates and provides a census of local health care facility bed availability information through their Emergency Status System (ESS) Health Care Provider database:  
<http://ahcaxnet.fdhc.state.fl.us/essweb>
3. Florida Housing Finance Corporation (Florida Housing) helps Floridians obtain safe, decent housing that might otherwise be unavailable to them.
4. The Federal Emergency Management Agency (FEMA) provides financial assistance and, if necessary, direct services to eligible individuals and households who, as a direct result of a major disaster, have necessary expenses and serious needs and are unable to meet such expenses or needs through other means. Individuals can register with FEMA by calling 1-800-621-FEMA (3362) and/or calling the FEMA Housing Locator at 1-800-762-8740 (TTY 1-800-462-7585) to get assistance and find places to call home.
5. Local religious establishments and/or places of worship. (i.e. churches, synagogues, etc).

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**E. Transportation:**

1. Prior to discharging the client, the Response Team member will determine if the client has an acceptable mode of transportation that will accommodate the client and ensure the safe transport of any medical equipment or supplies.
2. If the client's transportation is not appropriate or if the client does not have transportation, the Response Team member will work with the SpNS unit leader to arrange transportation.

**F. Discharge:**

1. Prior to discharging the client, the Response Team member must complete the *Discharge Planning Tool for Rapid Needs Evaluation* (see *Discharge Planning Tool for Rapid Needs Evaluation Procedures*), sign the form, include the discharge time and date, and give all completed forms to the Discharge Planning Response Team Lead designated for each county. Forms will be stored in a secured location in compliance with State Guidelines and Record Retention Schedules.
2. Response team members should make special effort as appropriate to ensure that services necessary for the continuity of care for the special needs shelter client will be available to the client upon transition to the post-event residence. **In some cases, it will be appropriate to recommend that additional follow-up actions are taken or arrangements made to contact the client after they are discharged (including home visits) to verify that services have resumed.**
3. If it is determined that the client requires relocation to a health care facility (e.g., nursing home, assisted living facility, community residential home, or hospital, if medically necessary) and financial assistance is not available from any other source (e.g., Medicaid, Medicare, other 3<sup>rd</sup> party insurer, FEMA Independent Family Grant Program, etc.) to cover any FEMA eligible associated costs, the Response Team member must complete a Florida Department of Health's Reimbursement Form. The Discharge Planning Response Team Lead for each county will submit the form to the Florida Department of Elder Affairs Emergency Coordinating Officer or his or her designee, who will then forward the request to the Florida Department of Health. Upon approval of the placement and associated costs by DOH, the client can be discharged to the approved receiving facility.

**DEPARTMENT OF ELDER AFFAIRS PROGRAMS AND SERVICES HANDBOOK**  
**Chapter 8: Emergency Management and Preparedness**

**Attachment 7: Standard Operating Procedures for Multiagency Special Needs Shelter  
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4. Medical Necessity: If a health care professional determines at any time that the shelter client's medical condition has deteriorated and hospitalization may be necessary, Response Team members should arrange for appropriate transportation to the hospital emergency department.

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**DEPARTMENT OF ELDER AFFAIRS PROGRAMS AND SERVICES HANDBOOK**  
**Chapter 8: Emergency Management and Preparedness**

**Attachment 8: DOEA Form 590, Discharge Planning Tool for Rapid Needs Evaluation**

**DEPARTMENT OF ELDER AFFAIRS PROGRAMS AND SERVICES HANDBOOK**  
**Chapter 8: Emergency Management and Preparedness**

**Attachment 8: DOEA Form 590, Discharge Planning Tool for Rapid Needs Evaluation**

<b>SECTION II</b>		<b>Part A: Client Information</b>		
1. Client's Name:			2. SSN(last four digits only):	
3. Veteran <input type="checkbox"/> Yes <input type="checkbox"/> No			4. Date of Birth:	
<b>Part B: Identify Housing Resources for Client</b>				
1. <input type="checkbox"/> Family <input type="checkbox"/> Friends <input type="checkbox"/> Caregiver				
2. <input type="checkbox"/> Independent Living Facility <input type="checkbox"/> Assisted Living Facility <input type="checkbox"/> Nursing Home <input type="checkbox"/> Other _____				
3. <input type="checkbox"/> Hotel				
4. Does the client need Red Cross assistance? <input type="checkbox"/> Yes <input type="checkbox"/> No				
5. Are you willing to relocate temporarily to another county or state? <input type="checkbox"/> Yes <input type="checkbox"/> No				
<b>Part C: Services/Supplies</b>				
1. Is client in need of services? <input type="checkbox"/> Yes <input type="checkbox"/> No (Record services information below)				
<b>Services</b>	<b>Yes</b>	<b>No</b>	<b>Provider</b>	<b>Duration</b>
Food/Meals				
Water				
Clothing				
Personal Care				
Toileting				
Transfer				
Walking/Mobility				
Transportation				
ESS/Food Stamps				
Medications				
Dialysis				
2. Medical Equipment Inventory (list supplier if applicable):				
<b>Equipment</b>	<b>Inventory</b>	<b>Need</b>	<b>Serial Number/Shelter Number</b>	<b>Supplier</b>
Wheelchair				
Nebulizer/Oxygen				
Walker/Cane				
<b>Part D: Relocation</b>				
1. Relocation contact information: Contact Name: _____ Phone: _____				
Facility Name (if applicable): _____				
Address: _____			City: _____ State: _____	
2. Mode of Transportation to Relocation: _____ Transported by whom? _____				
3. List any additional comments you think are relevant and/or are stated concerns of the client: _____ _____				
4. Client/Caregiver Signature: _____ <input type="checkbox"/> Client <input type="checkbox"/> Caregiver Printed Name _____ Date: _____				
<b><input type="checkbox"/> Submit Reimbursement form to the Department of Health Authorized Personnel For Signature (if needed).</b>				
5. Discharge Planner Signature: _____ Date/Time: _____ Printed Name _____ Agency: _____				
6. Discharge Date: _____ 7. Action Taken/Recommendation: _____				
8. Follow Up Needed: _____ _____				

***INSTRUCTIONS FOR COMPLETING THE DISCHARGE PLANNING TOOL FOR RAPID NEEDS EVALUATION:***

**Department of Elder Affairs Form 590:**

**PROCEDURES:**

**General Information:** Please legibly print all information on the form, using **black** ink.

**INTRODUCTION:**

Natural and man-made emergencies and disasters impact homes, businesses and public infrastructure, often quickly overwhelming the response capabilities of local agencies. During such events, individuals who require assistance with activities of daily living may choose to evacuate to Special Needs Shelters as a last resort. A special needs shelter is a temporary emergency facility capable of providing care to residents whose medical condition is such that it exceeds the capabilities of the Red Cross General Population Shelter, but is not severe enough to require hospitalization.

The Secretary of the Florida Department of Elder Affairs (DOEA) is required to convene Multiagency Special Needs Shelter Discharge Planning Response Teams, at any time that he or she deems appropriate and necessary, or as requested by county emergency management officials, to assist local areas that are severely impacted by a natural or manmade disaster that requires the use of special needs shelters. The 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 their community.

The **Discharge Planning Tool for Rapid Needs Evaluation** is to be used to assist discharge planners in determining if a special needs client has a viable discharge plan to transition successfully back to their pre-event residence, or if the special needs client needs assistance in obtaining services to develop an alternate relocation plan.

**This form is intended for use at Special Needs Shelters, Disaster Recovery Centers, or also in conjunction with Community Outreach efforts to determine the status of elderly and vulnerable populations impacted by a disaster and to assist in determining their ability to successfully transition back into their community.**

**SECTION 1:**

The purpose this section is **to verify the ability of the special needs shelter client to return to their pre-event residence, or to determine if the special needs shelter client has a viable relocation plan should the client be unable to return to his/her pre-event residence once the special needs shelter closes.** Section 1 is to be completed by a discharge planner at the Special Needs Shelter, or a designated member of the Multiagency Special Needs Shelter Discharge Planning Response Team, if activated. The information is to be obtained during a one-on-one interview of the client and/or the client's caregiver.

**Part A: Client Information:**

1. Record the client's full name (last name, first name, middle initial).
2. Record the name by which the client is commonly called (nickname).
3. Record the last four digits of the client's social security number.

**NOTE: This number is a unique client identifier by which additional client records, such as listings of provider agency clients and services, can be accessed. The last four digits of the social security number is the preferred unique client identifier and will only be used by authorized personnel to obtain and/or ensure delivery of services on behalf of the client. If the client refuses to provide this information, ensure that the date of birth is recorded.**

4. Record the client's date of birth.

**NOTE: This information is a unique identifier of the client and is optional if the four digits of the social security number are recorded. This information will only be used by authorized personnel to obtain and/or ensure delivery of services on behalf of the client. If the last four digits of the social security number are not recorded, ensure that the date of birth is recorded.**

5. Record the date and time that client arrived at the special needs shelter.
6. Ask the client, "If someone calls to inquire if you are in this shelter, do we have permission to tell them you are here?" Mark the client's answer.

**Attachment 9: Procedures for Discharge Planning Tool for Rapid Needs Evaluation**

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**NOTE: If the client does not give permission to tell family, friends, or others that they are at the shelter, this information *may not be released*. Ensure that shelter staff members are informed of the client's permission or refusal to release this information.**

7. Ask the client, "Do we have permission to tell them where you have relocated once you leave the shelter?" Mark the client's answer.

**NOTE: If the client does not give permission to tell family, friends, or others where they have relocated, this information *may not be released*. Ensure that shelter staff members are informed of the client's permission or refusal to release this information.**

8. Request that the client sign line 8 to indicate that the responses to items 6 and 7 are correct as marked. If the client is unable to sign, the caregiver may sign for the client. Record both the date and time line 8 is signed.

**Part B: Insurance Information and ID Number:**

Ask the client to provide the names and policy/identification numbers of **all** health/medical insurance policies in force or coverage available for the client and mark the appropriate responses. If "Other" is marked, record the name and policy number of the insurance company. Examples of other insurance might include long-term care insurance or disability insurance. If the client has no insurance coverage or policies in force, mark "Other" and record "no insurance" on the line next to the marked box "Other."

**Part C: Pre-Event Living Situation:**

1. Ask the client about the type of housing (home, apartment, assisted living facility, adult family care home, etc.) the client had prior to entering the special needs shelter (pre-event) and mark the appropriate response. If "Other" is marked, specify the type of housing.
2. Ask if the client owns or rents their housing and mark the response.

**NOTE: If the client does not own or rent his/her housing, but lives in someone else's home, leave this item unmarked.**

3. Ask if the client lived alone prior to entering the special needs shelter and mark the response. If the client did not live alone, record with whom the client resides (spouse, family, friend, other).

**Attachment 9: Procedures for Discharge Planning Tool for Rapid Needs Evaluation**

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4. Ask if the client has access to a generator and mark the response. If yes, ask if the client has access to fuel and knowledge of how to safely operate and refuel the generator and mark the responses.

**NOTE: Access to a functioning generator could enable the client to return to their pre-event residence if the residence is lacking power, but is otherwise habitable. The Discharge Planner should ensure that the client is made aware that safety precautions must be taken when operating emergency generators. (See Appendix 2, American Red Cross, "Using a Generator When Disaster Strikes" in English and Spanish.)**

**Part D: Additional Information:**

1. Ask if the client has an alternate plan for housing if the client is unable to return to their **pre**-event residence and mark the response.
2. If the client has an alternate plan for housing, record a general description of where the client will go (ex: daughter's home, sister's apartment, hotel) and the contact information for the relocation site. Record the contact name and phone number for the individual at the alternate relocation site. Record the street address, city, and state.
3. Ask if the client has arranged for transportation from the special needs shelter once the client leaves the shelter and mark the response. If the client has a transportation plan, describe/explain the plan.

**NOTE: This information must be verified by the discharge planner prior to releasing the special needs client from the shelter to ensure that the transportation is appropriate to meet the needs of the client including the safe transport of their medical equipment.**

4. Ask if the client receives services or assistance from an outside agency and mark the response. If the client receives services or assistance, record the name of the agency(s) and the agency's contact information.
5. Ask if the client has a **pet** and mark the response. If the client has a pet, mark if the pet is with the client and record the type of pet. If the pet is not with the client, record the location of the pet.

**Attachment 9: Procedures for Discharge Planning Tool for Rapid Needs Evaluation**

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**NOTE:** In some cases, pets may not be allowed to accompany the client to an alternate relocation site. To minimize the emotional impact on the special needs client of becoming separated from their pet(s), the status of the pet's care should be confirmed when making discharge plans for the client. Plans, which may involve contact with family members, friends, or local animal control or county animal shelter officials if necessary, should be made to ensure the safety of the pet(s).

6. Ask if the client has a **service animal** and mark the response. If the client has a service animal, record the type of service animal (dog, bird, horse, monkey, etc.) and the service the animal provides for the client.

**NOTE:** Service animals **must** be allowed to accompany the client to an alternate relocation site. Transportation arrangements must account for the needs of the client and the service animal.

**Part E: Post-Event Status of Housing Conditions:**

1. Ask if the client has information about the **post**-event condition of their residence and mark the response, recording the date and time.
2. Ask if the client can return to their pre-event residence and mark the response. If the client cannot return to the **pre**-event residence, record the reason and/or mark all the issues that are listed and apply. If "Other" is marked, record the issue.

**NOTE:** Additional contact information may be needed to contact neighbors of the special needs client to assist in determining the status of the pre-event residence and neighborhood. Other means of determining the habitability of the pre-event residence include: checking with the local emergency operations center to determine the status of the neighborhood, requesting that local responders (fire, police, public works, or volunteers if available) check the residence, or calling the home to learn if the client's answering machine works to determine if there is power to the home. Discharge Planners should check with shelter operations staff to determine if additional resources are available. Services may be needed to remove debris, restore power, or install tarps on roofs before the client can safely return to the pre-event residence.

**Attachment 9: Procedures for Discharge Planning Tool for Rapid Needs Evaluation**

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**Part F: Signature:**

1. Request that the client sign the Discharge Planning Tool Rapid Needs Evaluation form attesting to the statement, "The information above is true and correct to the best of my knowledge." If the client is unable to sign, the caregiver may sign for the client. Mark who signed—client or caregiver. Print the name of the person signing the form. Record the date and time.
2. The Discharge Planner completing the Discharge Planning Tool for Rapid Needs Evaluation form must sign the document, print their name, record the date and time, record their contact number (office or cell), and record the name of their employing agency.

**NOTE: If the special needs shelter client is unable to return to their pre-event residence, and does not have a viable alternate relocation plan for post-shelter housing, Section 2 of this form must be completed.**

**If the special needs shelter client is approved to return to the pre-event residence or has a viable alternate plan for housing, the Discharge Planner should give the client's signed Discharge Planning Tool for Rapid Needs Evaluation to the County Response Team Lead (Department of Elder Affairs CARES, Ombudsman or Area Agency on Aging, or another agency's representative who has been designated the Lead for the Response Team). The County Response Team Lead will retain completed Discharge Planning Tool for Rapid Needs Evaluation Forms.**

**SECTION 2:**

The purpose this section is **to assist in the development of an alternate plan for housing** that will include the provision of essential services and ensure continuity of care for special needs shelter clients who are unable to return to their pre-event residence or do not have a viable existing alternate plan for housing once the special needs shelter closes. Section 2 is to be completed by a designated member of the Multiagency Special Needs Shelter Discharge Planning Response Team. The information is to be obtained during a one-on-one interview of the client and/or the client's caregiver.

**NOTE: If the special needs shelter client has a viable plan for post-shelter housing, the residence is habitable and continuity of care is ensured, do not complete Section 2.**

**Part A: Client Information:**

1. Record the client's full name (last name, first name, middle initial).

**NOTE:** This information is requested to ensure that Section 1 and Section 2 are correctly matched should the *Discharge Planning Tool for Rapid Needs Evaluation* form be copied on two pages rather than on one page, front and back, or if partial information is copied to assist in obtaining services.

2. Record the last four digits of the client's social security number.

**NOTE:** This information is requested to ensure that Section 1 and Section 2 are correctly matched should the *Discharge Planning Tool for Rapid Needs Evaluation* form be copied on two pages rather than on one page, front and back, or if partial information is copied to assist in obtaining services. The last four digits of the social security number are a unique client identifier by which, additional client records, such as listings of provider agency clients and services, can be accessed. The last four digits of the social security number is the preferred unique client identifier and will only be used by authorized personnel to obtain and/or ensure delivery of services on behalf of the client. If the client refuses to provide this information, ensure that the date of birth is recorded.

3. Ask if the client is a veteran and mark the response.

**NOTE:** If the client is a veteran, the options for post-event relocation could include placement in a Veterans' Affairs hospital or nursing home. If appropriate, these options should be pursued prior to utilizing available beds in non-veteran hospitals or nursing homes if possible.

4. Record the client's date of birth.

**NOTE:** This information is requested to ensure that Section 1 and Section 2 are correctly matched should the *Discharge Planning Tool for Rapid Needs Evaluation* form be copied on two pages rather than on one page, front and back, or if partial information is copied to assist in obtaining services. The date of birth is a unique identifier of the client and is optional if the social security number is recorded. This information will only be used by authorized personnel to obtain and/or ensure delivery of services on behalf of the client. If the social security number is not recorded, ensure that the date of birth is recorded.

**Attachment 9: Procedures for Discharge Planning Tool for Rapid Needs Evaluation**

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**Part B: Identify Housing Resources for Client:**

This section requires the ability of the Discharge Planner to determine the needs of the special needs client, client's preferences for relocation options, availability of finances and/or insurance, and the duration of care and services needed, if the client cannot return to their pre-event residence. Additional forms (ex: Form CF-ES 2237 ACCESS Florida Application, CARES 701B Comprehensive Assessment or other agencies' assessment forms) may be required to assist a client with qualifying or determining eligibility for services and assistance (ex: food stamps) and recommending an appropriate level of care needed (ex: independent living facilities, assisted living facilities, nursing homes, hospitals, etc.). Inquiry should be made by the discharge planner to determine if a county guide is available to identify local resources that can assist clients with services such as housing, transportation, basic living activities, debris removal, nutrition and community and volunteer outreach.

1. Inquire if the client has family, friends or a caregiver with whom the client can reside once the special needs shelter is closed and mark the response.

**NOTE: If the client does not have family, friends or a caregiver to rely upon as a resource to develop an alternate plan for housing, then some or all of the following choices in questions #2, #3, #4, and #5 may be options for the client to consider:**

2. If the response to #1 is "no," ask if the client would consider residing in an independent living facility, assisted living facility, nursing home and/or some other facility (as appropriate for the client based on the client's needs) and mark the response.

**NOTE: This option will be conditional upon the ability of the client to pay for housing, or may be contingent upon funding available from local resources or the Department of Health. If the client does not have resources to fund their relocation to a facility, a separate Reimbursement Form must be completed, submitted to, and agreed to by local resources or the Florida Department of Health before placing a special needs shelter client in a facility. NOTE: If a health care professional determines at any time that the shelter client's medical condition has deteriorated and hospitalization may become necessary, Response Team members should arrange appropriate transportation or contact EMS for transport to the hospital emergency department. If a special needs shelter client is hospitalized, this should be noted under "Other."**

3. If the response to #2 is "no," ask the client if they are willing to relocate to a hotel at their own expense or if local resources are available to fund their stay (if this is appropriate for the client).

**Attachment 9: Procedures for Discharge Planning Tool for Rapid Needs Evaluation**

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**NOTE: This option will be conditional upon the ability of the client to pay for temporary housing at a hotel, or may be contingent upon funding available from local sources or the American Red Cross. Costs should be considered for food and other basic necessities. The client should be evaluated for their ability to obtain basic necessities on their own in order to determine the appropriateness of this temporary placement.**

4. Determine if the client requires American Red Cross assistance to pay for hotel costs or for other relocation expenses and mark the appropriate response.

**NOTE: If the client appears to need financial or other assistance from the American Red Cross, an American Red Cross case manager must be contacted to conduct the appropriate client assessment and processing.**

5. In the event that local resources are not available or inappropriate for the needs of the special needs client, ask if the client would be willing to relocate outside the county or state and mark the response.

**NOTE: If the client is willing to relocate outside the county or state, additional options for post-shelter relocation may be available. If this option is the only viable plan, the discharge planner should immediately contact the ESF#8 administrator at their county emergency operations center to determine availability of resources outside the county of residence.**

**Part C: Services/Supplies:**

1. Determine if the client will require services upon discharge from the special needs shelter. These services may include pre-existing services that must be continued to ensure the continuity of care the client was receiving pre-event, or may be new services which have been identified to ensure the successful transition of the special needs client post-event. **Mark “yes” or “no” for each service listed.** If a specific provider is required for a service, or was providing a service pre-event to the special needs shelter client, record the name of the provider and phone number (if known). Record the length of time and frequency that each service will be required. This information is critical to ensuring the client's continuity of care and reviewing the needs of the special need shelter client to determine if any additional services will be required.

**Attachment 9: Procedures for Discharge Planning Tool for Rapid Needs Evaluation**

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2. Determine if the client will require medical equipment upon discharge from the special needs shelter or brought medical equipment with them to the special needs shelter. If the client brought medical equipment with them, check "inventory" for the appropriate item or write in the item on the blank lines that are provided. If the client requires additional equipment, check "need" for the appropriate item or write in the item on the blank lines that are provided. Record the serial number of the equipment that arrived with the special need shelter client at the time of admission, or list the shelter number of the equipment provided to the client upon admission to the special needs shelter (if appropriate). Record the name and phone number of the medical equipment provider (if known).

**NOTE: If the client refuses services or medical equipment, please make notation in Section II, Part D, #7 under Action Taken/Recommendation that the client has refused services and/or medical equipment.**

**Part D: Relocation:**

1. Record the contact information for the relocation site to which the client will be discharged. Include the name and phone number of the contact person for the relocation site or residence. If the relocation site is a facility, include the name of the facility. Record the address, city and state.
2. Record the mode of transportation to the relocation site and the name of the transportation provider.

**Note: This information must be verified by the discharge planner prior to releasing the special needs client from the shelter to ensure that the transportation is appropriate to meet the needs of the client including the safe transport of their medical equipment.**

3. Record additional relevant comments or client stated concerns that should be taken into consideration in discharging the special needs client to an appropriate facility or residence.
4. Ask the client or caregiver to sign the form to indicate that the information contained in Section II is correct and accurate to the best of their knowledge, and that they agree with the alternate plan for housing. Mark who (client or caregiver) signs the form. Print the signature name and record the date signed.

**Attachment 9: Procedures for Discharge Planning Tool for Rapid Needs Evaluation**

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5. The discharge planner must sign the form, print their name, record the date and time the form was signed, and record the name of their employing agency. If a Reimbursement Form is required to be submitted to the Florida Department of Health, mark the box next to the reimbursement form statement and verify that the Florida Department of Health has agreed to the terms of the reimbursement agreement. (Separate instructions are available for completing the Florida Department of Health reimbursement form.) Copies of the Reimbursement Form should be given to the County Response Team Lead (Department of Elder Affairs CARES, Ombudsman or Area Agency on Aging, or another agency's representative who has been designated the Lead for the Response Team), the Florida Department of Health, the receiving facility, and the special needs client.
6. Inquiry should be made if the special needs shelter requires a copy for the client's file.
7. Record the date and time the client was discharged from the special needs shelter.
8. Record the summary of the action taken on behalf of the client and/or additional recommendations of the discharge planner (ex: notes regarding care, pets, location of relatives, or other helpful information). In the event that client has refused services or medical equipment, please make the appropriate notation of such refusal.
9. Record specific information about required follow-up actions needed to ensure that the client relocation is successful and that continuity of care and services is provided.

**The Discharge Planner should give the client's signed Discharge Planning Tool for Rapid Needs Evaluation to the County Response Team Lead (Department of Elder Affairs CARES, Ombudsman or Area Agency on Aging, or another agency's representative who has been designated the Lead for the Response Team). The County Response Team Lead will retain completed Discharge Planning Tool for Rapid Needs Evaluation Forms.**

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**Attachment 10: Alliance for Information and Referral Services (AIRS) Elder Helpline:  
Standards for Professional Information and Referral (Modified)**

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***ELDER HELPLINE: STANDARDS FOR PROFESSIONAL INFORMATION AND  
REFERRAL:***

The Elder Helpline shall have a written emergency operations and business contingency plan that specifically addresses disasters common to the area, but one that also prepares for emergencies in general. The plan shall reference emergency preparedness and changes in business operations and shall address the steps to be taken before, during and after an emergency to prevent or minimize interruptions in business operations and assure long-term recovery.

**A. Emergency Operations and Business Contingency Plan for Information and Referral:**

1. The Elder Helpline shall have written procedures that address specific types of emergencies including power outages, fires, medical emergencies, bomb threats, workplace violence and other incidents, which may require different forms of response. Procedures for contacting the police/paramedics shall be included.
2. The Elder Helpline shall have written procedures for emergency evacuation of the facility following a disaster that impacts the immediate area surrounding the facility and potentially threatens safety. Special arrangements for helping staff or visitors with a disability exit the building should also be addressed.
3. The Elder Helpline shall have procedures for maintaining service delivery during and after an emergency including relocation or alternative modes of service delivery, e.g., through an MOU with an I&R service outside the area. If the helpline plans to relocate in the event of loss of facilities, it must have identified alternative sites.

**B. Formal Relationships with Government and Private Sector Emergency Operations and Relief Agencies:** The Elder Helpline shall consider participating in ongoing cooperative disaster response planning in the community and establish relationships, as necessary to become recognized as an integral part of the community's emergency preparedness and response network.

**Attachment 10: Alliance for Information and Referral Services (AIRS) Elder Helpline:  
Standards for Professional Information and Referral (Modified)**

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**C. Pre and Post Disaster Database:** The Elder Helpline shall maintain and/or use an accurate, up-to-date resource database that contains information about available community resources that provide services to elders and their caregivers in times of disaster. Database records shall include descriptions of the services organizations provide and the conditions under which services are available.

1. The Elder Helpline shall include in the resource database information about permanent local, state and federal disaster-related resources.
2. The Elder Helpline shall add information about organizations that have no formal role in emergency response but emerge in the context of particular disaster, specific relief and recovery services that come to life in response to the specific needs of the community and information about specific services offered by agencies in the standing disaster database (such as Red Cross Service Centers).
3. The Elder Helpline shall update the disaster resources prior to an anticipated disaster and throughout the response, relief and recovery periods.
4. The Elder Helpline shall have an alternative means for allowing staff to access disaster resources in the event that computerized access is unavailable.

**D. Disaster-Related Information and Referral Service Delivery:** The Elder Helpline shall provide information and referral services to elders and their caregivers in the community during and following a disaster or other emergency. This service shall include assessing the needs of the individual, evaluating appropriate resources, indicating organizations capable of meeting those needs, helping inquirers for whom services are unavailable by locating alternative resources and actively participating in linking inquirers to needed services or volunteer opportunities.

1. The Elder Helpline shall ensure adequate staff to meet potential increases in inquirer needs.
2. The Elder Helpline shall have documented mutual aid agreements in place with other I&R providers for services to elders and their caregivers that include provisions for relocation of staff and/or redirection of calls.
3. I&R specialist shall have the skills to respond effectively to people in crisis, work cooperatively with other organizations, remain flexible in a rapidly changing environment, be willing to work under adverse conditions (.eg., long hours, uncomfortable surroundings), be aware of their own stress level and

**Attachment 10: Alliance for Information and Referral Services (AIRS) Elder Helpline:  
Standards for Professional Information and Referral (Modified)**

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coping mechanisms, respond appropriately in face-to-face communications and work within boundaries of their I&R role.

**E. Disaster-Related Inquirer Data Collection/Reports:** The Elder Helpline shall track inquirer requests for service, referrals and when appropriate, demographic information about the inquirer. The Elder Helpline shall be prepared to produce reports regarding requests for disaster-related services and referral activity.

Following all emergencies that necessitate implementation of the provisions of the Disaster Preparedness standards, the I&R service shall produce an after action report that documents the special activities of the agency with a focus on what worked well and what needs to be improved through revisions of the agency's disaster plan and/or additional training or staff..

**F. Disaster-Related Technology Requirements:** The Elder Helpline shall have technology in place that facilitates the ability of the organization to maintain service delivery during times of disaster or a localized emergency.

1. The Elder Helpline shall have the ability to reroute calls to another site, if their business site is not accessible.
2. It is recommended that the Elder Helpline have an emergency generator or other power back up that will allow operations to continue on a longer-term basis during a power failure.
3. It is recommended that the Elder Helpline have back-up systems for its telephones to ensure ongoing access in situations where there is no local electricity.
4. It is recommended that the Elder Helpline have an alternate phone number in a different location for staff to access the agency in case of an emergency that makes the regular phone lines inaccessible

**G. Disaster Training and Exercise:** The Elder Helpline shall train staff on emergency operations and business expectations. It is recommended that the agency provide ongoing training thereafter.

**Information and Referral Lines and Reciprocal Agreements**

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**Information and Referral Lines and Reciprocal Agreements:**

The AAA should ensure that the Information and Referral Service (Elder Helpline) is operational 24 hours per day during the course of the disaster/emergency to ensure that elders seeking assistance or information have a method of informing the AAA and emergency response of their needs. (See Attachment 10: Alliance for Information & Referral Services (AIRS) Elder Helpline: Standards for Professional Information and Referral)

The Elder Helpline, 1-800-96-ELDER (1-800-963-5337), provides information and referral services to the community during (when appropriate) and following a disaster or other emergency. Each AAA, as part of their contract, maintains the operation of the Elder Helpline for their PSA. This service shall include assessing the needs of the elders, evaluating appropriate resources, indicating organizations capable of meeting those needs, helping elders for whom services are unavailable by locating alternative resources and actively participating in linking elders to needed services or volunteer opportunities. The AAAs are responsible for establishing reciprocal agreements within the aging network for the transfer of services in the event of a COOP activation. If catastrophic conditions warrant, DOEA has established a toll free helpline to assist with emergency overflow calls. The designated phone number is 1-877-363-2825 (requires activation and staffing).

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**RESPONSE ACTIVITY TOOLS:**

- A.** Hardcopy of client files.
- B.** The list of phone numbers (AAA staff personal contact numbers, lead agencies and service providers, emergency management and response, DOEA).
- C.** A copy of this handbook on flash drive.
- D.** A hard copy of the DOEA Program and Services Handbook.
- E.** Hardcopies of the Comprehensive Emergency Management Plan, Continuity of Operations Plan and the Pandemic Annex.
- F.** Name badges and credentials for identification.
- G.** Intake forms and rapid needs assessment forms.
- H.** First Aid Kit.
- I.** Insect repellent.
- J.** Flashlight.
- K.** Radio with working batteries.
- L.** Cellular phone, satellite phone, blackberry, two-way radio.
- M.** List of 4-wheel drive vehicles and boat owners.
- N.** List of Ham Radio Operators.
- O.** Office supplies.
- P.** Rubber and/or latex gloves
- Q.** Laminated map of exits throughout your building.
- R.** Laminated map of streets in local town and city.
- S.** Cash
- T.** Comfortable walking shoes

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**DISASTER/EMERGENCY CHECKLIST:**

Unless otherwise specified in parentheses, e.g., (DOEA) or (AAA), the duties outlined in this Disaster/Emergency Checklist apply to both the Department of Elder Affairs (DOEA) and the Area Agencies on Aging (AAAs).

**A. STAFF ALERT:**

**1. Institute Planned Call Tree:**

- a.** Telephone communication may not be possible; contingency plans for this should be in place. For instance, will you all meet at the office? Where will you meet if the office is destroyed? Remember, if the office is destroyed, the office across the street may also be in trouble. **PLAN** for alternate measures!
- b.** Depending on the scope of the disaster, your staff may be victims. The first questions to your staff should be: "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:**

- a.** Assign staff duties from the prepared list.
- b.** Include plans for staff at the State Emergency Control Center (DOEA)
- c.** Provide for the prompt assignment of personnel to the area affected by the disaster/emergency. They need to be on-site as quickly as possible, offering support and accurate information and providing a clear view of the situation to DOEA and the AAAs.
- d.** Review assignments given during the preparation phase.

**3. When Advance Warning is Possible:**

- a.** The duties cited in A.1. and 2. above may begin in anticipation of the disaster/ emergency.
- b.** Staff transportation will be an important requirement. Be sure all gas tanks are full.

- c. Staff communications will be important. Ensure that all cell phones, satellite phones, and/or blackberries are charged.
- d. 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 AAAs (DOEA):**

- a. Confirm all have disaster/emergency contingency plans.
- b. Emphasize the critical need for recordkeeping, particularly records from service providers.

**5. Contact other State Agencies (DOEA):**

- a. Provide such technical assistance as may be necessary to ensure that the unique needs of older persons are adequately met.
- b. Be prepared to provide any relevant or useful information available to the Department of Elder Affairs or to the AAAs.

**B. ORGANIZATION:**

- 1. **Commence Recordkeeping:** This is critical. You will need these records to receive reimbursement from the appropriate federal sources later. This must be impressed upon AAAs. Record keeping shall include:
  - a. **Mission number in EM constellation (if available)**
  - b. **Staff time (including overtime).**
  - c. **Any supplies.**
  - d. **Number of senior contacts.**
  - e. **Type and unit of service provided.**
  - f. **Resource inventory used.**

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- g. **Intake forms for all seniors**
- h. **Any contracted services.**
- i. **Personal expenses.**
- j. **Phone log—be specific.**

2. **Commence to assemble applications for funds:** These applications must be based on plans developed by AAAs.

**C. ASSESSMENT:**

- 1. **Collect sufficient information to determine the type, scope and location of disaster/emergency assistance activities requested, required or provided by AAAs and others.** The AAAs should complete their first effort within 24 hours of the beginning of the disaster/emergency. This information will help determine the allocation of resources.
- 2. **Collect information on:**
  - a. Numbers of affected elders, including clients and those not typically receiving services, but who, under normal circumstances, are able to live independently;
  - b. Acquire and disseminate information from state-level resources regarding available beds, e.g., Agency for Health Care Administration;
  - c. The kinds of services needed. Check indirect as well as direct needs, e.g., have water and electricity been interrupted? DOEA can coordinate information concerning widespread effects;
  - d. The scarcity and disruption of transportation; and
  - e. The need for medical assistance.

**3. Assess geographic scope of the disaster/emergency:**

- a.** Assess the amount of damage inflicted on seniors, including the type of elders (frail, low-income) that are victims and their short and long-term needs.
- b.** Assume this initial assessment will be incomplete and imprecise.
- c.** Look for service gaps and advocate where additional services and resources are needed.
- d.** Report to DOEA and county emergency operations as soon as possible and as frequently as appropriate. Provide an emailed report.

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***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 in order 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 any one 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.

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**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 we regulate that particular 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, we 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 17 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).

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- 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.

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