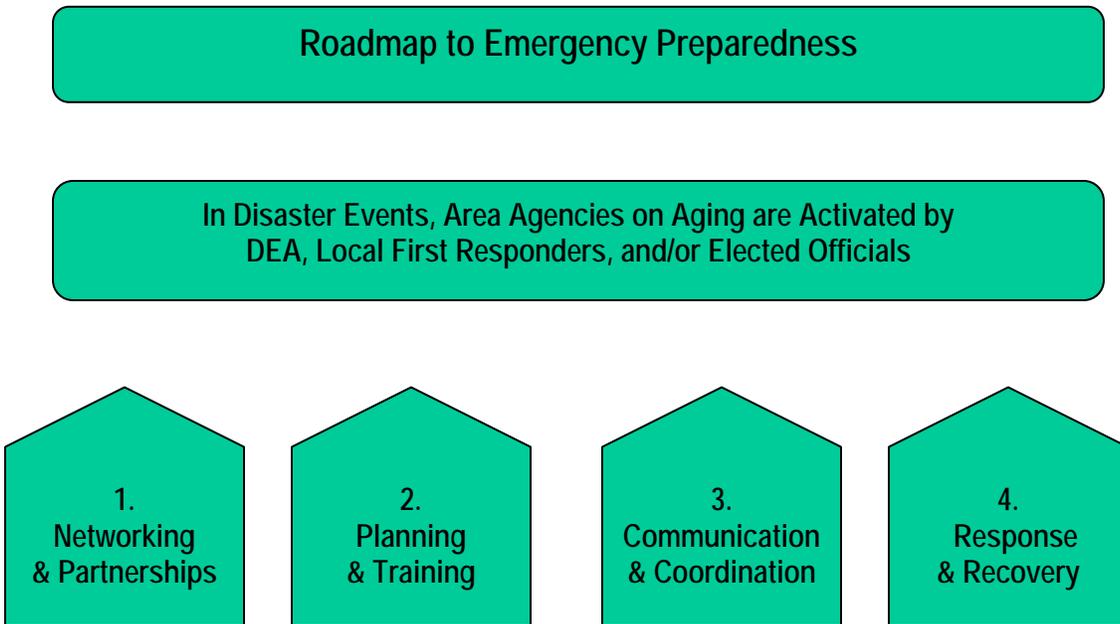# Roadmap to
Emergency Preparedness

Iowa Area Agencies on Aging
Iowa Department of Elder Affairs
February, 2009

Introduction All Iowans hope that we never have to go through disasters of the magnitude Iowa experienced in 2008. But if we do, we want to make sure we have documented a system that is useful to us and allows for the sharing of collective experience and knowledge with our strategic partners

The Roadmap to Emergency Preparedness is a unified effort by Iowa's Area Agencies on Aging (AAAs) and the Department of Elder Affairs (DEA) to strengthen collaboration and coordination in emergency preparedness, and response and recovery between nonprofits, businesses and government. It is based upon the four critical key component areas of (1) Planning and Training, (2) Partnerships and Networks, (3) Communication and Coordination, and (4) Response and Recovery.

Because one size does not fit all when it comes to emergency preparedness, the Roadmap provides a functional Check List each of the four key component areas. This allows each AAA and DEA to utilize the action steps specific to its role in response to and recovery from disaster events.

Chronology of Response

Roadmap to Emergency Preparedness

In Disaster Events, Area Agencies on Aging are Activated by DEA, Local First Responders, and/or Elected Officials

1. Networking & Partnerships	2. Planning & Training	3. Communication & Coordination	4. Response & Recovery

Planning & Training The purpose of Planning & Training is to ensure that plans are developed, trained, and exercised to strengthen nonprofit emergency preparedness, and to engage similarly focused nonprofit and government partners.

It is important to gather some basic information before you write or revise a Continuity of Operations Plan (COOP). This may include, among other issues, the following information.
1. What is our role in Planning and Training?
2. Have regional Volunteer Organizations Active in Disaster (VOADS) agreed to principles of shared coordination? For example, have VOADS shared their member directories with AAAs or capacity matrix that shows each of their member organizations preparedness?
3. Are there county volunteer centers in your planning and service areas and how well did they work together during the most recent disasters to mobilize volunteers?
4. Does your AAA annually update & test Continuity of Operations Plan (COOP) plans looking for what works well and/or opportunities for improvement?
5. Does your AAA make sure clients, consumers and partners are aware of AAA's disaster services and resources?

Planning
Note: Refer to the Check List at the end of this section.
AAAs may not need each of the following components.

Cornerstone: A Continuity of Operations Plan (COOP)
1. Update existing COOP plan
   - Human Element
     - ✓ Clarify AAA chain of command
     - ✓ Select AAA Disaster POC
     - ✓ Update communication protocols
     - ✓ Educate staff (and family) on COOP
     - ✓ Evaluation and shelter-in place plan
     - ✓ Develop volunteer assistance plan
   - AAA Building Facilities & Alternate Facilities
     - ✓ Identify alternate operations facility
     - ✓ Identify mission critical services & programs
     - ✓ Organize service delivery plans
     - ✓ Secure IT systems
     - ✓ Secure client files, records & data base
     - ✓ Secure financial systems
2. Identify and address gaps in services
   (Remember VOADS may have cataloged this information. Is it available to AAA?)
     - ✓ Identify areas of unmet needs before disaster strikes
       - ➢ Special Needs Shelters
       - ➢ Mental Health Needs
     - ✓ Identify the depth/breadth of potential service areas and resources
     - ✓ Identify AAA's current capacity to meet needs
     - ✓ Design mechanism to get data and/or resources to emergency managers

Training The purpose of emergency training is to prepare AAA staff, local, and state emergency personnel, community volunteers, and leaders to respond in a comprehensive, coordinated effort to an emergency, to promote safety and the well being of citizens in the affected community, to establish and strengthen relationships among responders, and to ensure a safe and sustainable community.

- ✓ Train AAA staff
- ✓ Participate in local, regional and/or state training exercises
- ✓ Test COOP
- ✓ Promote training among partners

PLANNING & TRAINING CHECK LIST				

PLANNING

Update Existing COOP				
	Yes	**No**	**Complete**	**Comments**
Clarify AAA chain of command				
Select AAA disaster POC				
Update communication protocols				
Educate staff (& family) on COOP				
Evaluation & shelter-in-place plan				
Develop volunteer assistance plan				
Other				

Building Facilities & Alternate Facilities				
	Yes	**No**	**Complete**	**Comments**
Identify alternate operations facility				
Identify mission critical services				
Organize service delivery plans				
Secure IT Systems				
Secure client files, records, data base				
Secure financial systems				
Other				

Gaps in Services / Products Have VOADS cataloged this information? Is it available to AAA				
	Yes	**No**	**Complete**	**Comments**
Identify unmet needs before disaster strikes (special needs shelters; mental health)				
Identify Service Areas & Resources				
Identify Current Capacity/ Meet Needs				
Design Mechanism to get Resources to emergency managers				
Other				

TRAINING

	Yes	**No**	**Complete**	**Comments**
Train AAA staff				
Participate in training exercises				
Test COOP				
Promote regionally sponsored training among partners				
Other				

Networking & Partnerships The purpose of Networking and Partnerships is to encourage and strengthen collaborative planning among local and regional partners including business and industry, government and private sector partners to enable outreach for disaster events and to ensure the provision of goods and services.

Consider the following questions as Networks and Partnerships form:
1. What is our role in Networking and Partnerships?
2. Are government partners educated about your capacity and commitment to provide leadership and resources to older Iowans during a disaster?
2. Are local emergency managers aware of your capacity to help?
3. Have you considered creating or increasing the scope and scale of cooperative agreements (MOA/MOU), with government and private sector partners for emergency planning, response and recovery?

NETWORKS AND PARTNERSHIPS

Note: Refer to the Check List at the end of this section.
AAAs may not need each of the following components.

1. Define existing nonprofit service networks and relationships.

2. Record key contact for each partner.

3. Identify each partner's resources and tools to be utilized during disasters.
    - ✓ Acknowledge the resulting gaps in products and services.
    - ✓ Create a plan with partners about how gaps will be addressed.
    - ✓ Identify AAA's current capacity to meet needs.

4. Agree upon mechanism for information sharing among partners.

5. Agreements (as appropriate)
    - ✓ Inventory, strengthen or create existing agreements for coordination and support between core groups of nonprofit service providers.

NETWORKING & PARTNERSHIPS CHECK LIST

NETWORKING & PARTNERSHIPS

Identify existing local service networks				
	Yes	**No**	**Complete**	**Comments**
SEOC				
County EMAs, First Responders				
Local Law Enforcement				
Councils of Government				
Local Service Providers				
Churches, Food Pantries, Soup Kitchens				
Nursing Homes, Asst. Living Facilities				
Long Term Recovery Committee				

Identify existing regional networks				
	Yes	**No**	**Complete**	**Comments**
State Government				
National Guard / Military				
Other				

Identify existing national networks				
	Yes	**No**	**Complete**	**Comments**
Red Cross				
VOADS				
Federal Agencies				
Other				

PARTNERSHIPS

	Yes	**No**	**Complete**	**Comments**
Cooperative Agreements with partners Before federal declaration.				
Cooperative Agreements with partners after federal declaration. Examples: Provision of meals to responders, translator services.				
Capabilities / communications in place				
Other				

Communications & Coordination The purpose of Communications is to provide an orderly flow of information before, during and after a disaster. The plan should facilitate necessary interactions and minimize unnecessary contacts during and after a disaster through careful planning, training and drilling. Backups and redundancies (both human and technological) are essential.

Consider the following questions as you develop a communications plan:
1. What is our role in Communications & Coordination?
2. How can AAA maintain current contact information (both primary and backup) for all key individuals necessary to implement the disaster plan, both inside and outside the AAA?
3. What information system will assure that contact information is available to those who need it at all times?
4. How does AAA establish contact with AAA's consumer group during and after a disaster?
5. Are there clear expectations of what communications (internal and external) need to take place, when, how and by whom?

Note: Refer to the Check List at the end of this section.
AAAs may not need each of the following components.

Two arenas of AAA operations need a communication plan:
- COOP – Continuity of Operations Plan
  Purpose: to maintain essential services and restore all services as quickly and cost-effectively as possible.

- Disaster Services – expanded services to AAA consumer group
  Purpose: to help identify and resolve unmet needs in our consumer group.

Start with the question "What happens first?" Issues to consider in plan development include (both internal and external):
- Triggers and sequences of activities and contingency plans for breakdowns;
- Roles & responsibilities and how they fit together; and,
- Authorities & reporting.

Designate appropriate communications technologies for preferred and back-up information sharing, such as:
- Telephone (land line or cell)
- Internet (email, website, IM, blogs, chat rooms)
- Mail ("snail mail")
- Message centers (physical locations)
- Personal contact (door-to-door)

A communications strategy covers interactions within the AAA's, as well as between the AAA and its vendors, partners, consumers and the DEA. The "Before Disaster" communications build our ability to react to disasters. "Response" communications enhance our effectiveness immediately before and after (and perhaps during) a disaster. "Recovery" communications enable us to assume an appropriate role in the long-term process of rebuilding of our community. A comprehensive plan includes all of these areas.

COMMUNICATIONS & COORDINATION CHECK LIST

Before Disaster				
	Yes	**No**	**Complete**	**Comments**
Within AAA				
COOP				
Expanded disaster roles				
Training				
Distribution of Information				
With DEA				
Contacts & backup information				
Disaster plans				
Identification of resources				
With Consumers				
Special needs assessment				
Contact mechanism				
Strategy to distribute information				
With Partners				
Contact points with backups				
Hand-off & interaction plans				
Known gaps assessment				
Roles & capabilities				
Information sharing				
With Vendors				
Alternate contacts				
Contingency plans				
Backup suppliers				
Response to Disaster				
	Yes	**No**	**Complete**	**Comments**
Within AAA				
Backup contact information				
Roles, responsibilities & backups				
With DEA				
Access to advice & resources				
Authority issues				
Reporting requirements				
With Consumers				
Establishing contact				
Needs assessment				
Connect with resources				
With Partners				
Hand-offs				
Information sharing				
Advocacy				

With Vendors				
Assess capabilities				
Transmit needs				

Recovery from Disaster				
	Yes	**No**	**Complete**	**Comments**
Within Agency				
Roles & responsibilities				
Debriefing				
Reporting				
With DEA				
Advice & resources				
Authority				
Reporting				
With Consumers				
Follow-up contacts				
Needs reassessment				
Resource connections & hand-offs				
With Partners				
Hand-offs				
Information sharing				
Advocacy				
With Vendors				
Status updates				

Response The purpose of Response is to ensure that plans are implemented effectively to react to the community need as appropriate in relation to older adults and to take action within the scope and role of the AAA.

If you can answer the following questions, you are well on the way to developing a Response Plan:
1. What is our role in Response?
2. What can you expect from your key partners in the event of a disaster?
3. What expectations do you have of your staff and volunteers in the event of a disaster?
4. What is your AAA capable of doing during a disaster?
5. What is the role of the AAA in your region?
6. What assessment tools does your AAA have in place and what resources would you have available to utilize?

Note: Refer to the Check List at the end of this section.
AAAs may not need each of the following components.

Key Components
1. Staff, volunteer and client safety is of the first concern.

2. Initiate Communication Plan – internal & external.

3. Initiate internal COOP – such as determine Lead Staff Person with back up. Establish mobile office or at-home office scenario as needed.

4. Activate the key partners' emergency plans. Confirm actions are being taken.

5. Assessment of immediate needs for older adults – met and unmet.
   - Numbers and general location of senior citizens.
   - What needs are currently being met and by who? What needs are not being met?
   - Availability and accessibility of services: Are roads clear? Traffic permitted? Is it safe to use private cars of volunteers? Are LIFTS, SEATS and/or other public transportation in operation?
   - Geographic scope of disaster.

6. Determine AAA role in the situation and assign resources accordingly.
   - Does the AAA have any available funds?
   - What urgent needs are not being met?
   - What needs can AAA and subcontractors address immediately?
   - Do resources need to be redirected?
   - What barriers exist and how can they be removed to get services to seniors as soon as possible?

7. Maintenance of Response
   a. Maintain communication with key partners on actions being taken by AAA, other key partners and assessment of needs.

b. Assessment of need should continue throughout response and into the recovery phase.

RESPONSE CHECK LIST				
Safe to Initiate Response Activity				
	Yes	**No**	**Complete**	**Comments**
Staff				
Volunteers				
Key Partners				
Operational Location (s)				
Activation of Plan Components				
	Yes	**No**	**Complete**	**Comments**
Internal COOP				
Communications				
Key Partners				
Assessment of Need				
	Yes	**No**	**Complete**	**Comments**
Identify Needs being met by other resources				
Identify Unmet Needs				
Determine Role				
	Yes	**No**	**Complete**	**Comments**
Allocation of Resources				
Maintenance of Response				
	Yes	**No**	**Complete**	**Comments**
Communication				
Assessment of Need & Available Resources				

Recovery The purpose of Recovery is to assure that needed services are identified, funding for the services is obtained, and service is provided. This means that the range of activities will range from an advocacy position to the direct provision of services.

Questions important to consider:
1. What is our role in Recovery?
2. What needs are not being met?
3. What needs can AAA address immediately versus long term?
4. Do resources need to be redirected?
5. What barriers exist and how can they be removed to get services to seniors?

RECOVERY
Note: Refer to the Check List at the end of this section.
       AAAs may not need each of the following components.

1. Identify vulnerable elders that require with special needs (mental health, shelters for disabled, etc.)
   - Collaborate with
     - ✓ IDEA
     - ✓ County EMA
     - ✓ FEMA
     - ✓ Long Term Recovery Committee
     - ✓ VOAD
     - ✓ Develop volunteer assistance plan
   - Assist in coordination of recovery efforts.
   - Help identify potential funds, volunteer services, etc.
   - Determine available AAA resources.
   - Actively advocate for affected elders.
   - Provide information and referral service.
   - Collaborate with partners to identify services and resources in gaps.
   - Identify commonly needed services.
   - Collaborate with partners (to avoid duplication of services).

2. Participate in review panel to determine who provides what services.

3. Participate in case management committee with partners (to identify unmet needs).

4. Involve case managers as appropriate.

5. Post review of AAA actions after disaster event

6. Ongoing assessment of need.

RECOVERY CHECK LIST

Recovery

Update Existing COOP				
	Yes	**No**	**Complete**	**Comments**
Clarify AAA chain of command				
Select AAA recovery POC				
Update communication protocols				
Educate staff (& family) on COOP				
Develop volunteer assistance plan				
Other				

Building Facilities & Alternate Facilities				
	Yes	**No**	**Complete**	**Comments**
Re-establish alternate operations facility				
Re-establish mission critical services				
Re-establish service delivery plans				
Re-establish IT Systems				
Re-establish client files, records, data base				
Re-establish financial systems				
Other				

Client Unmet Needs (immediate versus long term)				
	Yes	**No**	**Complete**	**Comments**
Chore services				
Legal services (insurance settlements, appeals)				
Transportation services				
Handyman services				
Meal programs				
Miscellaneous programs/assistance				
Other				

Implementation Plan

Note: AAAs may not need each of the following components.

Key Components

1. Establish expectations and timelines. Set incremental deadlines/follow-ups rather than just a final to make sure all stay on track to meet requirements.

2. AAA Disaster Point of Contact (POC) manages plan development (reports to director).

3. Arrange meeting to present Disaster Planning Template, review expectations and introduce designees to State resources available to support local efforts.

4. Have a "go-to" person for questions as AAA's develop their plan (phone, email or both). Have a FAQ site or email distribution to share questions and answers with all AAA's.

5. Follow up to assure implementation & confirm drills/tabletop exercises.

6. Solicit feedback on template. How did it work as a tool? What improvements, changes and additions should be made? What other support did they need?

7. AAAs debrief following disasters for "lessons learned."

PLAN > IMPLEMENT > MONITOR > ADJUST