



# **Inclusive Emergency Management Crash Course:**

## **What You Need to Know to Advocate at Emergency Management Tables**

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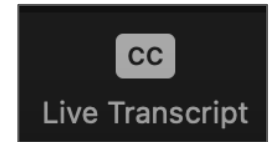
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# **Welcome and About Us**

# Who We Are: The Partnership

**The Partnership for Inclusive Disaster Strategies** is the only U.S. disability-led organization with a focused mission on equity for people with disabilities and people with access and functional needs throughout all planning, programs, services and procedures before, during and after disasters and emergencies.



# Ground Rules

- Confidentiality
- Ask questions
- Have fun!!!



# Today's Goals

## **Building your confidence in understanding how to:**

- Utilize disaster-related terms and concepts
- Maintain or secure your seat at Emergency Management tables
- Advocate for disability rights to local, county, tribal, state, federal emergency management officials





# Today's Goals

## **Building your confidence in understanding how to:**

- Address systemic barriers to equal access to disaster-related programs and services
- Communicate that community resilience is only possible when it is inclusive
- Protect civil rights during disasters, including public health emergencies



# Disasters are Increasing

A 2020 study using FEMA natural disaster data shows Washington's disasters increased by 165% (61 disasters from 2000 to 2017 from the 23 the state saw in the prior two decades from 1980 to 1999).

- ["States with the Highest Rate of Natural Disasters"](#)

"Extreme heat kills more people per year than any other weather event."

- [National Weather Service](#)



# Disproportionate Impact

“People with disabilities are 2-to-4 times more likely to die or be injured in a disaster than non-disabled people.”

- [United Nations](#)

“During Hurricane Katrina, Black people were 1.7 to 4 times more likely to die than white people.”

- [“Disparity in disaster preparedness between racial/ethnic groups”](#)



# Community Resilience is...

## **Ability to Bounce Back**

Whole community inclusion requires full commitment to:

- Universal design
- Equal access
- Accommodations and modifications as needed



# Community Resilience is Only Possible...

## When it includes:

- People with disabilities
- Others with access and functional needs
- All community stakeholders and other marginalized communities
- Accessible planning, response, and recovery



# Inclusive Emergency Management

Involves people with disabilities in all stages of planning and provision of disaster-related programs before, during, and after disasters.





# **Key Concepts and Terms**

# Why Is It Important to Learn Key Concepts and Terms?

## **For credibility:**

You need to be able to speak the same language as emergency management professionals.





# Access and Functional Needs

“Individual circumstances requiring assistance, accommodation, or modification for mobility, communication, transportation, safety, health maintenance, etc., due to any temporary or permanent situation that limits an individual’s ability to take action in an emergency.”

- [FEMA, 2017](#)

Includes people who may require assistance, accommodation or modification due to any situation (temporary or permanent) that limits their ability to take action in an emergency.



# Access and Functional Needs

**In addition to people with disabilities, this includes:**

- Disabled youth
- People who are marginalized, stigmatized or excluded
- Older adults
- Individuals with limited language proficiency or low literacy
- People with temporary and
- Pregnant people
- People experiencing homelessness
- Individuals with limited access to transportation or the financial resources to prepare for, respond to, and recover from a disaster



# Disaster

## **“An event that:**

- results in large numbers of deaths and injuries;
- causes extensive damage or destruction of facilities that provide and sustain human needs;
- produces an overwhelming demand on state and local response resources and mechanisms;



# Disaster

## **“An event that:**

- causes a severe long-term effect on general economic activity;
- and severely affects state, local, and private sector capabilities to begin and sustain response activities.”



# Classification of Emergencies and Disasters

Emergency managers further classify emergencies and disasters by size and the type and number of issues that need to be addressed.

- Minor Emergencies
- Limited and Potential Emergencies
- Major Disasters



# Minor Emergencies

## **Includes:**

- Residential fires
- Localized chemical spills
- Storm damage (wind, hail, ice)



# Limited and Potential Emergencies

Usually small scale, localized incidents which are resolved quickly using local resources.

## **Includes:**

- Localized flooding
- Snowstorms
- Drought



# Major Disasters

## Includes:

- Large-scale flooding
- Wildfires
- Earthquakes and tsunamis





# Washington State Disasters

## Includes:

- Earthquakes
- Landslides
- Tsunamis
- Severe storms
- Wildfires
- Droughts
- Floods
- Volcanoes



# Declarations

**Governors or Tribal Chief Executives  
request a disaster declaration from  
the President.**



# Emergency Declaration

Supplements “State and local or Indian tribal government efforts in providing emergency services, such as protection of

- lives,
- property,
- public health, and
- safety

**OR**

- to lessen or avert the threat of a catastrophe in any part of the United States.”



# Emergency Declaration

An emergency declaration allows federal assistance to come into the state.

Types of available assistance when an emergency declaration is initiated:

- Only assistance to the state
  - No assistance to individuals
- Provides for evacuation



# Major Disaster Declaration

## **Must find:**

- “Damage of such severity that it is beyond the combined capabilities of state and local governments to respond.
- A major disaster declaration provides a wide range of federal assistance programs for individuals and public infrastructure, including funds for both emergency and permanent work.”

# Assistance Available when a Major Disaster is Declared

Federal assistance is based on what is requested by the Governor or Chief Tribal Executive and identified needs.

- Not all programs are activated in all disasters





**Questions?**



# **FEMA Services and Programs**



# FEMA Program and Services

- Public Assistance (PA)
- Individual Assistance (IA)
- Hazard Mitigation Assistance



# Public Assistance: Categories

## **Public Assistance breaks up into two main categories**

- Category A - debris removal
- Category B - emergency protective measures



# FEMA Public Assistance - Cat B

**Emergency Protective Measures (Category B) conducted before, during, and after an incident are eligible if the measures:**

- Eliminate or lessen immediate threats to lives, public health, or safety;
- Eliminate or lessen immediate threats of significant additional damage to improved public or private property in a cost-effective manner.



# FEMA Public Assistance - Cat B

**Eligible emergency protective measures and costs include, but are not limited to:**

- Transporting and pre-positioning equipment and other resources for response;
- Supplies and commodities;
- Medical care and transport;
- Evacuation and sheltering;



# FEMA Public Assistance - Cat B

**Eligible emergency protective measures and costs include, but are not limited to:**

- Use or lease of temporary generators for facilities that provide essential community services;
- Dissemination of information to the public to provide warnings and guidance about health and safety hazards using various strategies, such as flyers, public service announcements, or newspaper campaigns;



# How CILs can get Reimbursed Through FEMA PA - Cat B

- Requires MOU with county emergency management agency
- Process identified in [FEMA Addendum: Delivering Personal Assistance Services in Congregate and Non-Congregate Sheltering](#)



# Public Assistance

## FEMA Public Assistance Program and Policy Guide (PAPPG):

“FEMA provides supplemental Federal grant assistance for debris removal, emergency protective measures, and the restoration of disaster-damaged, publicly owned facilities and specific facilities of certain [Private Non-Profit] PNP organizations through the PA Program.”



# CILs that have Received Public Assistance Reimbursement

Due to flooding in Baton Rouge in 2016, several people, including individuals with disabilities who needed Personal Assistance Services (PAS), evacuated their homes and went to emergency shelters.

- The New Horizons Independent Living Center, a CIL out of northern Louisiana, provided PAS within the shelters.





# CILs that have Received Public Assistance Reimbursement

During the COVID-19 Pandemic, people with disabilities in nursing facilities and congregate settings are at higher risk.

- Roads To Freedom Center for Independent Living of North Central PA provided emergency relocation out of nursing facilities in non-congregate settings while coordinating long term transition.



# Individual Assistance

## **Services to individuals and households, including:**

- Temporary housing
- Crisis counseling: survivors, social emotional connections to community
- Disaster case management: info to access emergency services
- Legal services
- Unemployment assistance



# Eligibility for Individual Assistance

**Individual Assistance (IA) is for individuals and households who have sustained losses due to disasters.**

- The applicant must be a U.S. citizen, non-citizen national, or qualified “alien”
- FEMA must be able to verify the applicant's identity
- The applicant’s insurance, or other forms of disaster assistance received, cannot meet their disaster-caused needs
- The applicant’s necessary expenses and serious needs are directly caused by a declared disaster



# Protected Area

On October 27, 2021 DHS Secretary Mayorkas issued a new policy to Immigration and Customs Enforcement (ICE) and Customs and Border Patrol (CBP):

“To the fullest extent possible, we should not take an enforcement action in or near a location that would restrain people’s access to essential services or engagement in essential activities. Such a location is referred to as a ‘protected area’.”



# Protected Area

A place where disaster or emergency response and relief is being provided such as:

- Along evacuation routes
- Where shelter or emergency supplies, food, or water are distributed
- Registration for disaster-related assistance or family reunification is underway”



# National Planning Frameworks

The National Planning Frameworks describe how the whole community works together to achieve the National Preparedness Goal.

- The Goal is: “A secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.”
- The goal is the cornerstone for the implementation of the National Preparedness System.
- Five mission areas: Prevention, Protection, Mitigation, Response, and Recovery



# National Incident Management System (NIMS)

- Guides all levels of government, non-governmental organizations (NGO), and the private sector to work together to prevent, protect against, mitigate, respond to, and recover from incidents.
- Provides stakeholders across the whole community with the shared vocabulary, systems, and processes to successfully deliver the capabilities described in the National Preparedness System.



# Whose Responsibility is Sheltering?

- Always local or county government
- Sometimes state
- Locals governments may contract with other entities
  - American Red Cross
- Sometimes county manages the shelters, and other entities like Red Cross supplement services
- Pop-up shelters (faith-based, community, or other)





# Emergency Support Functions (ESF)

**ESFs provide the structure for coordinating federal interagency support for a federal response to an incident.**

“... describe[s] the federal coordinating structures that group resources and capabilities into functional areas most frequently needed in a national response.”

- National Response Framework



# Emergency Support Functions (ESF)

There are [15 Federal](#) Emergency Support functions.

- States may have different ESF

## WA Comprehensive Emergency Management Plan (CEMP)

“The CEMP provides the framework for statewide mitigation, preparedness (including prevention and protection), response and recovery activities while providing a structure for plan consistency throughout the state and facilitating interoperability between local, state, and federal governments.”



# Gaps in Emergency Support Functions

- Emergency management is not inherently inclusive of the rights and needs of people with disabilities
- There is a gap in what people with disabilities need that none of the ESFs cover
- This gap can lead to institutionalization of disabled people



# Emergency Support Function #6

“Coordinates the delivery of Federal mass care, emergency assistance, housing, and human services when local, tribal, and State response and recovery needs exceed their capabilities.”

## **ESF 6 includes:**

- Mass Care
- Emergency Assistance
- Housing
- Human Services



# Emergency Support Function #8

- “Provides planning and coordination of Federal public health, healthcare delivery, and emergency response systems to minimize and/or prevent health emergencies from occurring;
- detect and characterize health incidents;
- provide medical care and human services to those affected;
- reduce the public health and human service effects on the community;
- and enhance community resiliency to respond to a disaster.”





**Questions?**



# Civil Rights Obligations

# Nondiscrimination During Disasters

“The U.S. Department of Homeland Security (DHS) reminds its recipients... of their obligations to ensure that individuals and communities affected by disasters do not face unlawful discrimination in the provision of federally assisted services to disaster survivors.”

- [U.S. Department of Homeland Security \(DHS\)](#)





# Nondiscrimination During Disasters

Under federal civil rights laws:

- Sheltering services and facilities must be accessible to children and adults with disabilities.
- Sheltering and temporary housing of persons with disabilities must take place in the most integrated setting appropriate to the needs of the person.
  - [U.S. Department of Homeland Security \(DHS\)](#)



# Nondiscrimination During Disasters

Ensure effective communication with impacted populations during response and recovery activities.

This includes, but is not limited to:

- Providing print materials in large print and braille
  - Website accessibility
  - Open captioning of videos
  - Qualified sign language interpreters
- [U.S. Department of Homeland Security \(DHS\)](#)



# Civil Rights Laws and Court Decisions

## **Rehabilitation Act of 1973 (Rehab Act)**

29 U.S.C. § 701 et seq.

### **Section 504**

Creates the obligation not to discriminate against people with disabilities for recipients and subrecipients of federal funds



# Civil Rights Laws and Court Decisions

## **Americans with Disabilities Act (ADA)** (42 U.S. Code § 12102 et seq.)

Protects the rights of people with disabilities  
**including during disasters**



# Civil Rights Laws and Court Decisions

## **Olmstead Decision (1999)**

Olmstead v. L. C., 527 U.S. 581

Supreme Court decision that stated that people with disabilities must receive services in the most integrated setting that meets their needs



# Civil Rights Laws and Court Decisions

## **21st Century Communications and Video Accessibility Act (CVAA)**

Public Law 111-260

Updates federal communications law to increase the access of persons with disabilities to modern communications



# Civil Rights Laws and Court Decisions

## **Individuals with Disabilities Education Act (IDEA)**

20 U.S.C. § 1400 (2004)

Requires a free and appropriate public education for children with disabilities between 3 and 21



# Civil Rights Laws and Court Decisions

## Other Laws:

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)
- Post-Katrina Emergency Management Reform Act of 2006 (PKEMRA)
- Integrated Public Alerts and Warnings Systems Act (IPAWS)
- Fair Housing Amendments Act





# Civil Rights Obligations

**Civil Rights of people with disabilities are NEVER suspended, including during disasters!**





**THE PARTNERSHIP**

FOR INCLUSIVE DISASTER STRATEGIES

**Equal Access to  
Emergency and  
Disaster-Related  
Programs and Services**

# Equal Access to Disaster-Related Programs and Services

## **Disaster-related programs and services:**

Must not discriminate against  
people with disabilities



# Emergency and Disaster-Related Programs and Services

**Programs and services must be accessible, including:**

- Planning meetings
- Early emergency alerts
- Transportation
- Shelters
- Disaster Recovery Centers
- Exercises



# Emergency and Disaster-Related Programs and Services

**Programs and services must provide equally effective communication, including using:**

- Sign-language, including tactile, interpreters
- Video Relay Interpreting (VRI)
- Electronic material that is accessible
- Large Print
- Plain language and pictograms



# Equal Access to Disaster-Related Programs and Services

## Notification:

- Notifications **should** be interpreted into ASL and **must** be live captioned
- Alternatives to door knocks must be used
- Maps must be accessible



# Equal Access to Disaster-Related Programs and Services

## Evacuation:

- Building evacuation
- Geographic area evacuation



# Equal Access to Disaster-Related Programs and Services

**Shelters must not discriminate based on disability.**





# Equal Access to Disaster-Related Programs and Services

## This includes:

- Physical accessibility
  - Includes ADA compliant path of travel, toilets, shower, cots, registration and all spaces
- Equally effective communication
  - Video/on-site interpreters, print materials in multiple formats, signage alternatives, announcements, etc.



# Equal Access to Disaster-Related Programs and Services

## **This includes:**

- Quiet areas
- Service animals must be allowed
- Personal assistants must be allowed
- Personal assistance services must be provided
- Dietary accommodations must be provided
- No segregation or separation



# Equal Access to Disaster-Related Programs and Services

**Disaster-related programs and services must be provided in the most integrated setting most appropriate to the needs of the person with a disability.**



# Registries

- Are costly
- Are not always used in disasters
- Are based on the assumption that disabled people are always at home
- Create false expectations





**THE PARTNERSHIP**  
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# **Institutionalization During and After Disasters**

# Institutional Bias

The unconscious or conscious belief that people with disabilities belong, or are better off, in institutions, including nursing homes.

Ageism is often, but not always, a factor.



# Institutionalization During and After Disasters

## **Waivers are an example of institutional bias.**

- In recent disasters, Centers for Medicare and Medicaid (CMS) issued blanket 1135 waivers so that a 3-day hospital stay is no longer required before a person is transferred to a long-term care facility.
- Nursing facility pre-admission screening also waived.



# Institutionalization During and After Disasters

**Under 1135 waivers, people can be placed in nursing facilities from:**

- Their homes if they call 911 because they don't have a personal assistant
- Emergency Departments
- Hospital rooms if it will benefit another patient





# Institutionalization During and After Disasters

## Consequences of institutionalization:

- People lose their independence
- People get lost
- People get sick
- People lose their social networks, jobs, and homes
- People die



# Charity in Disasters

## **Organizations that respond in times of disasters:**

- VALS: Voluntary Agency Liaison Specialists
- VOAD: Voluntary Organizations Active in Disasters
- COAD: Community Organizations Active in Disasters



# Charity in Disasters

## **Civil rights obligations are left to volunteers:**

Durable medical equipment, consumable medical supplies, and other disaster resources are referred for donations and charitable solutions.



# Individual and Household Disaster Recovery

## Includes:

- Temporary and permanent housing
- Your household's recovery
- Resuming daily routine (work, school, transportation, childcare, groceries, health maintenance, etc.)



# Community Recovery

## Includes:

- Rebuilding the community
  - Incorporating Universal Design principles
- Transportation
- Housing
- Education
- Jobs



# Community Recovery

## **Includes:**

- Childcare
- Mitigation
- Disaster Resilience



# Having a Seat at the Emergency Management Table

- Stay involved in the planning stage
  - Exercises
  - Comprehensive Emergency Management Plan
- Make sure there are seats at local county and state emergency operations centers (EOCs)



# Having a Seat at the Emergency Management Table

- Invite yourselves AND build the table
- Embed yourselves
- Maintain and nurture relationships
- Invite Emergency Management staff to your events

**Remember: Nothing About Us  
Without Us!**







**Questions?**



# Thank you!

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# Resources

- [Federal Emergency Management Agency \(FEMA\)](#)
- FEMA Region 10 Disability Integration Specialist
  - Danielle Bailey: [danielle.bailey@fema.dhs.gov](mailto:danielle.bailey@fema.dhs.gov)
- [The Partnership for Inclusive Disaster Strategies](#)
- [WA Emergency Management Division \(EMD\)](#)
- [WA EMD: Personal Preparedness](#)
- [WA EMD: Access and Functional Needs \(AFN\)](#)
- [WA SILC: Coalition for Inclusive Emergency Planning \(CIEP\)](#)



# Resources

- [NCD Preserving Our Freedom: Ending Institutionalization of People with Disabilities During and after Disasters](#)
- Community-based organizations
- Faith-based organizations
- [Disability Rights Washington](#)
- [WA VOAD](#)
- [Red Cross WA](#)
- [211](#) / [United Way](#)
- [311](#)



# Acronyms

- AFN: Access and Functional Needs
- CMS: Centers for Medicare and Medicaid
- CMS: Consumable Medical Supplies
- COAD: Community Organizations Active in Disasters
- DME: Durable Medical Equipment
- ESF: Emergency Support Function
- FEMA: Federal Emergency Management Agency



# Acronyms

- IA: FEMA Individual Assistance
- PA: FEMA Public Assistance
- NIMS: National Incident Management System
- TSA: Transitional Sheltering Assistance
- VALS: Voluntary Agency Liaison Specialists
- VOAD: Voluntary Organizations Active in Disasters

