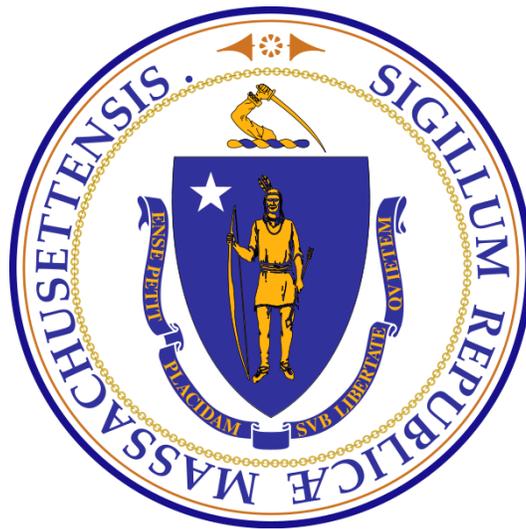


COMMONWEALTH OF MASSACHUSETTS



**Comprehensive Emergency Management Plan
ACCESS AND FUNCTIONAL NEEDS ANNEX**

JULY 2013

Table of Contents

1.0 Introduction	1
1.1 Purpose.....	1
1.2 Scope.....	2
1.3 Policy.....	2
2.0 Situation and Planning Assumptions	3
2.1 Situation.....	3
2.2 Planning Assumptions.....	3
3.0 Concept of Operations	5
3.1 General.....	5
3.2 Notification.....	6
3.3 Emergency Management Activities.....	6
a. Prevention Actions.....	6
b. Preparedness Actions.....	6
c. Response Actions.....	7
d. Recovery.....	8
e. Mitigation	9
4.0 Communication	9
5.0 Roles and Responsibilities	10
5.1 Lead ESF Responsibilities.....	10
5.2 Support ESF Responsibilities.....	10
5.3 Other Agencies.....	12
6.0 Administration and Logistics	13
6.1 Staffing.....	13
6.2 Mutual Aid.....	13
6.3 Annex Review and Maintenance.....	13
6.4 Logistics	13

7.0 Authorities.....13

Appendix A- Acronyms18

Appendix B- Glossary of Key Terms.....20

Appendix C- References23

RESPONSIBLE AGENCIES

Massachusetts Emergency Management Agency

MAESF 1: Transportation and Infrastructure

MAESF 5: Volunteers and Donations

MAESF 6: Mass Care, Housing and Human Services

MAESF 8: Health and Medical Services

MAESF 11: Agriculture and Animal Protection

MAESF 12: Energy

MAESF 15: Public Information

MAESF 16: Military Support

1.0 INTRODUCTION

As of 2011 Massachusetts has a total estimated population of over six and one-half million residents. It is estimated that over ten percent of this population live at or below the poverty level, over five percent are children under 5 years of age, over twenty- one percent are children and youth under the age of 18 years, fourteen percent are over the age of 65 years, and nearly six percent speaks little or no English. In addition, an estimated eleven percent of Massachusetts's population present with at least one disability: sensory, cognitive, ambulatory, self- care and independent living. Other groups with function based needs that may not be captured in the demographic data may include, but are not limited to, people who are morbidly obese, pregnant women, people who require prescription medication for daily well being, and people who are transportation disadvantaged. The Massachusetts Emergency Management Agency (MEMA) acknowledges these populations and is committed to an emergency management program that plans for such populations in all phases of emergency management.

The Access and Functional Needs Annex (AFNA) supports the Massachusetts Comprehensive Emergency Management Plan (MA CEMP) by providing a framework for the coordination and integration of access and functional needs across state agencies and ensures that AFN is integrated across all phases of emergency management to accommodate and assist individuals with access and functional needs.

1.1 Purpose

The AFNA provides a framework for coordination and support of access and functional needs functions across state agencies and supporting organizations during emergency situations or disasters. The Annex describes the roles and responsibilities of state agencies and supporting organizations in the Commonwealth with AFN responsibilities and describes how these entities will coordinate activities and resources before, during, and after an emergency impacting the Commonwealth. In addition, this Annex provides general guidance to local and state partners for the support of people who require function based considerations during emergency situations.

1.2 Scope

The AFNA serves as a component of the MA CEMP and is applicable to all agencies and departments of the Commonwealth as well as affiliated organizations with a role in supporting access and functional needs during emergency or disaster related response activities.

The CEMP adopted the following definition of “access and functional needs population” that includes a broad set of common function-based needs that is consistent with language in the NRF which defines “access and functional needs” as “special needs”:

"Access and Functional Needs Populations are defined as those whose members may have additional needs before, during and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional assistance may include those who have disabilities, live in institutionalized settings, are elderly, are children, are from diverse cultures, have limited English proficiency, or are non-English speaking, or are transportation disadvantaged."

The use of the term “access and functional needs population” is consistent with FEMA’s recent effort to properly describe this population.

Responsible agencies will coordinate with one another and work closely with local, state, and federal agencies and departments as well as Non-Governmental Organizations (NGO) to meet the following objectives:

- Establish a framework for state level emergency related AFN preparedness, mitigation, response, and recovery activities;
- Share AFN related information and coordinate response activities across pertinent state agencies regarding AFN related requests for assistance in a manner that ensures consistency with established state policies and procedures;
- Monitor and mitigate potential impacts of a disaster on the AFN community before, during, and after an incident, with particular focus on issues that may affect life safety;
- Provide situational awareness and expertise on the status of the AFN community in the Commonwealth;
- Assist local and state governmental partners by providing recommendation to addressing AFN requirements at the state and local level;
- Coordinate with federal counterparts and support agencies to obtain AFN information, associated equipment and supplies, and other resources necessary to support recovery efforts;
- Coordinate AFN information dissemination with local, state, and federal officials to ensure all populations are informed;
- Coordinate with Massachusetts Emergency Support Function (MA ESF) 1 on transportation related to AFN with an emphasis on evacuation coordination;
- Coordinate with MA ESF 6 and MAESF 8 on AFN relating to shelter/ mass care and health care/ human services with an emphasis on shelter and disaster housing of persons with AFN;
- Coordinate with other MA ESFs to address AFN before, during, and immediately after an emergency or disaster.

1.3 Policy

The AFNA is an annex of the MA CEMP. As an incident requires, and at the direction of the MEMA Director, the AFNA will be activated to coordinate resources to support activities related to AFN in the Commonwealth. MEMA and the State Emergency Operations Center (SEOC) will provide overall direction and control regarding coordination of AFN in the event of an emergency or disaster.

As the situation develops, agencies detailed in this Annex will work collaboratively to provide coordination and support to local jurisdictions based on their agencies' or organization's unique areas of expertise, resources, and authorities, to include the following:

- The State, through the SEOC, will maintain overall direction, control, and coordination of the response and recovery efforts through coordination with all participating agencies, including any federal agencies tasked by the Federal Emergency Management Agency (FEMA);
- All agencies assigned responsibilities within this Annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks;
- State assistance provided to cities and towns may consist of personnel, equipment, facilities, materials and supplies, and/ or subject matter expertise;
- State assistance will only be provided once a city or town has fully committed all resources available to it, to include resources available through existing mutual aid agreements and private-sector resources that the jurisdiction may have under contract;
- The AFNA supports, but does not supplant, local and federal plans or policies;
- Local assets will remain in the control of the respective jurisdiction;
- Responsible AFN agencies will coordinate with other state, local, and federal agencies, private utilities, industry, and the media in carrying out their mission to support residents with AFN;
- The AFNA does not replace the need for public and private facilities/ agencies to prepare an emergency plan for their clients/ residents. It also does not replace or supersede internal policies and procedures of organizations that are responsible for assisting individuals with AFN.

2.0 SITUATION AND PLANNING ASSUMPTIONS

2.1 Situation

The Commonwealth of Massachusetts is subject to a variety of natural, technological, and human-caused disasters that may threaten life and public safety. In general, existing disaster preparedness and emergency response systems are typically designed for individuals who do not have access and functional needs and are able to quickly respond to direction to take protective action. The Commonwealth's population is aging, growing increasingly diverse, and more frequently receiving health related supports and services at home. A lack of emergency planning considerations for people with access and functional needs leaves a large segment of the Commonwealth's population at risk of harm in a disaster. Persons with disabilities may be vulnerable in a disaster because their functional limitation(s) may impede their ability to

recognize, understand, and independently escape from danger. Other populations may also be vulnerable during disasters because their circumstances have increased their susceptibility to harm (e.g. homeless, and transportation disadvantaged). In addition, children are vulnerable in disasters because they are generally incapable of managing their own needs and depend heavily on adults for supervision, safety and security. Finally, a disaster situation can instantly create many more individuals with new access and functional needs as well as intensify vulnerabilities in those who already have additional needs.

2.2 Planning Assumptions

- Local governments have emergency management resources, plans, and procedures already in place to support residents with AFN;
- When an incident occurs local government will use their own response resources first, supplemented as needed by resources available through mutual aid or private sector contracts. Local government will only request assistance through the SEOC in the event that the impact of an incident exceeds, or is expected to exceed, their own local capabilities to respond;
- Many incidents are local in scope and can be addressed by local government or state agencies as part of normal day-to-day operations using resources readily available to them;
- Demand on local resources in anticipation of or response to a major threat may quickly overwhelm local capabilities and resources necessitating state and/ or federal assistance;
- In a “no-notice” incident, local resources may be damaged and potentially unavailable to support local response efforts, requiring immediate state assistance;
- Coordination and direction of local efforts to support AFN, including volunteer efforts, will be required;
- State agencies have developed internal plans and procedures for implementation in the event of a disaster or emergency;
- The State has resources and expertise that can be used to supplement local efforts. Federal assistance may be requested to support state and local efforts if an incident exceeds state and local capabilities;
- Depending on the magnitude of the incident, resources from other states or the federal government may not be available for use in Massachusetts until as long as 72 hours after the incident occurs;
- Title II of the Americans with Disabilities Act (ADA) will be followed to ensure that emergency management programs, services, and activities will be accessible to and usable by AFN populations;
- Individuals with access and functional needs are included in local and state level emergency planning, training and exercise process;
- A number of individuals with AFN may not self-identify as needing assistance during emergency situations;
- In an emergency, an individual may utilize a service animal. Service animals are not considered pets and perform functions to assist their owner in activities of daily living (owner

and service animal cannot be separated under any circumstance). Accommodations for these animals should be considered when developing evacuation and sheltering plans;

- Many providers of adult and child based services/ facilities will be affected by major disasters themselves. The primary concern at that time may be the whereabouts and safety of their own families. Additionally, facilities normally tasked with the daytime care of adults and children are likely to be closed during and following a major disaster;
- Some individuals may not have access to televisions, the internet, or phones, and may not receive information distributed through traditional means;
- A longer period of time will be required to evacuate individuals with AFN than will be required for the general population;
- Undocumented workers or immigrants may be reluctant to seek official sources of information or assistance for fear of deportation or other repercussions;
- Non-typical resources such as oxygen, functionalized transport vehicles, and medication may be in short supply or delayed during an emergency;
- Restoration of utilities and communications systems may be prolonged due to the emergency/ disaster, thus affecting the coordination and delivery of supplies and services;
- Some individuals may be evacuated without medical equipment and supplies or separated from assistive aids and devices (i.e. wheelchairs);
- Depending on the nature and impact of the disaster, during recovery some individuals may require accessible housing (short and long term), supervision, child care, medical and mental health services, social services, replacement of Durable Medical Equipment (DME) and assistive aids and devices (i.e. hearing aids), Personal Assistance Services, (PAS), transportation, and financial assistance.

3.0 CONCEPT OF OPERATIONS

3.1 General

Upon request from MEMA, responsible agencies will designate liaisons to report to the SEOC or other appropriate designated location to coordinate resources to support AFN related emergency response efforts and requests for assistance. At the time of the incident, the SEOC Manager will designate an AFN lead MA ESF based on the needs of the incident and agency capabilities and expertise. The AFN lead MA ESF will ensure that requests for assistance are carried out in as efficient a manner as possible with prioritization for the protection of life and property. In addition, the lead MA ESF will coordinate and collect access and functional needs information, expertise, guidance, and documentation to and from activated ESFs as needed to recover from the disaster. MEMA is responsible for the overall coordination of the AFNA and for coordinating with ESFs to access additional resources as needed.

- Each MA ESF agency shall designate a minimum of two persons who can serve as a representative for their agency at the SEOC;
- Designated agency representatives will have the capability and the authority, or access to authority, to request and commit agency resources to support the response to the incident;

- AFN activities will be provided upon mission assignment from MEMA only when local resources are deemed inadequate or potentially inadequate in responding to and recovering from the incident;
- Each MA ESF agency is responsible for securing sufficient staff on a continuous basis to support and to carry out activities tasked to their agency;

The AFNA will function under the direction and control of the SEOC Manager and Operations Section Chief if activated.

3.2 Notification

In the event of an emergency or disaster, responsible agencies will be notified by MEMA. MEMA will identify needed AFN support and take the necessary steps to ensure that appropriate MA ESFs are placed on standby or activated, as needed. Responsible MA ESFs and organizations will be notified and expected to provide 24-hour representation as needed and in accordance with Executive Order 144. The MA ESFs designated to report to the SEOC will notify their respective agency personnel of the impending or actual event. At the time of activation MEMA will designate an AFN lead MAESF.

3.3 Emergency Management Activities

Responsible MA ESFs for the AFNA should conduct the following actions:

a. Prevention Actions

- Communicate and share information across agencies and organizations with AFN responsibilities;
- Collaborate and coordinate on AFN related initiatives;
- Identify opportunities for responsible agencies to collaborate on ANF related projects in the Commonwealth;
- Identify potential AFN related issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

b. Preparedness Actions

- Convene regular meetings with AFN stakeholders on emergency preparedness issues;
- Coordinate with respective MA ESFs to review and update this Annex annually;
- Develop and maintain internal agency plans, procedures, and emergency contact lists;
- Ensure that all MA ESFs have pre-designated staff available to support this Annex and SEOC operations;
- Annually review, assess, and update demographic information on AFN populations in the Commonwealth;
- Build and maintain partnerships with AFN agencies, organizations, and advocacy groups;
- Coordinate with local and state agencies to pre-stage AFN resources including communication devices, and accessible transportation.

- Maintain and update necessary and appropriate contacts with supporting agencies, organizations and advocacy groups and ensure procedures are in place to access this information and quickly notify personnel in support of this plan;
- Provide AFN related training, at the local and state level, in order to fulfill responsibilities outlined in this Annex;
- Maintain current inventories of equipment, materials/supplies, and special capabilities throughout the Commonwealth to support this Annex;
- Incorporate AFN considerations into local and state level exercises and trainings;
- Review relevant After Action Reports (AARs) and other emergency or training related documents to determine AFN planning gaps and needs, and apply lessons learned to update this Annex.

c. Response Actions

Pre- Impact

Upon receiving notification to report to the SEOC in preparation of an incident, MA ESFs and other organizations with AFN responsibilities will complete the following actions with emergency priorities within the State and based on the availability of resources:

- Review the AFNA and related policies and procedures;
- Provide appropriate representatives to the SEOC in support of this Annex;
- Verify inventories of available critical AFN resources and provide a summary listing to the SEOC Operations Section Chief;
- Ensure that appropriate points of contact at each respective MAESF agency and organization pre-position resources and response personnel as requested by the Operations Section Chief;
- Ensure respective agency decision makers are kept informed of the situation pertaining to AFN populations;
- Coordinate with the Public Information Officer and MAESF 15 to ensure that emergency preparedness information on MEMA's website and social media accounts are accessible to AFN populations;
- Provide situational awareness information for reports and/ or statements to the SEOC Planning Section as needed;
- Coordinate with other functional areas in anticipation of projected AFN related needs;
- Identify available resources and coordinate the mobilization and pre-positioning of response resources pre-incident once it is apparent such resources will be required, or as requested by the SEOC Manager;
- As needed, coordinate with MA ESF 15 Public Information on AFN related issues.

Initial Response

- If not already, designate appropriate representatives to the SEOC to support the AFNA as needed. Verify inventories of available resources from responsible MAESF agencies and provide a summary listing to the SEOC Operations Section Chief;
- Gather and provide situational awareness information pertaining to AFN needs to the SEOC Planning Section Chief. In addition, use information provided by the SEOC Planning Section to coordinate resources;
- Establish communications with other appropriate and relevant MA ESFs;
- Assess the needs of long-term care facilities (i.e. rest homes);
- Assess any outstanding needs related to unaccompanied minors;
- If not already completed, pre-position resources where demands are likely to be significant;
- Develop and prioritize strategies to support initial response actions;
- Implement cost accounting methods for capturing costs associated with the activation, including personnel, equipment, materials, and other expenses incurred during emergency response actions to ensure maximum federal reimbursement post-event;
- Coordinate with local governments, non-governmental organizations, business and industry, and federal counterparts as needed.

Continuing Response

- On an ongoing basis, assess priorities and strategies to meet the most critical needs based on incident priorities as set by the SEOC Manager;
- Coordinate with relevant MA ESFs and support agencies to assist in effectively coordinating resources to support impacted AFN populations;
- Generate information to be included in the SEOC briefings, situation reports, and/ or action plans. Provide information, as requested and as needed to the Planning Section Chief;
- Request and collect documentation from agencies as needed. Prepare and maintain accurate documentation associated with incident- related activities;
- Coordinate with ESF 15 to continue an accessible public information program;
- Monitor the progress of evacuation and sheltering operations to assure that persons access and functional needs are being accommodated;
- Coordinate with ESF 6 and ESF 8 to address Durable Medical Equipment (DME) and Consumable Medical Supply (CMS) needs in shelters;
- Coordinate with ESF 6 and ESF 15 to provide regularly updated information on the location of shelters suitable for AFN populations.

d. Recovery

- Coordinate resources to support both public and private providers to support individuals with AFN;

- Coordinate resources to support restoration of infrastructure for AFN adults and children, including but not limited to: housing, schools, senior care facilities, residential treatment centers and childcare centers;
- Coordinate with appropriate agencies for short- term and long- term placements of AFN individuals who cannot return to their normal living arrangements;
- Coordinate with appropriate agencies to establish a system to reunite unaccompanied minors with their parents/ guardians, and unaccompanied adults with supervision needs with their parent/ guardian or care provider;
- Coordinate resources to address longer term DME needs;
- Ensure the needs of long term care facilities are being addressed;
- Monitor activities associated with the lifting of evacuation orders to assure the needs (i.e. returning transportation) of persons with AFN are being addressed;
- Coordinate with relevant MA ESFs and support agencies to implement strategies to support recovery operations in disaster areas;
- Participate in After Action meetings and review AARs as appropriate;
- Draft AFN related recommendations for AARs and other reports as appropriate.

Disaster Recovery Centers

- Ensure organizations providing direct services to people with AFN are integrated into Disaster Recovery Centers (DRC). These organizations should develop mechanisms to coordinate with each other to maximize resources and eliminate duplication of effort;
- Provide assistance to AFN populations in completing any part of the application process and /or paperwork;
- As recommended under the Americans with Disabilities Act Accessibility Guidelines (ADAAG), DRCs should be accessible.

e. Mitigation

- Promote mitigation planning to facilities and organizations that assist, support, and care for individuals with AFN;
- Ensure that local communities are conducting physical hazards and risk/ vulnerability assessments.

4.0 COMMUNICATION

The primary goal of emergency messages is to motivate people to take a desired action before and during an emergency. It requires an understanding of how to reach the targeted populations in ways that gain their attention and change how they think so they will take action. This can be a major challenge for AFN populations.

Composing warning messages, directions, announcements, offers of assistance, and other public information accessible to AFN populations requires awareness of different needs, and familiarity with the capabilities and limitations of various communications technologies. There are many communication methods that can be used such as; phone, radio, television, social media, bill

inserts, word-of-mouth, typed reports, different languages, audio amplifier devices, certified American Sign Language (ASL) professionals, and social and community networks. For people to act, they must understand the message, believe the messenger is credible and trustworthy, and have the capacity to respond. It is essential to utilize multiple redundant channels and alternative formats in alerting populations to an emergency. For cultural and linguistic minorities, readying the optimal communication media is a time-intensive task that must be accomplished at the local level prior to an emergency.

In compliance with federal law, media broadcasters must provide emergency information to individuals with access and functional needs that is comparable in content and detail to that given to the general public, as well as accessible, understandable, and timely. The Federal Communications Commission (FCC) requires emergency information to be broadcast either with captions, graphics, or with other visual displays that are not obstructed by other images.

To effectively communicate information to AFN populations during all phases of an emergency there are two main means of communication that require consideration; alert and warning, and public information.

Methods for communicating an alert and warning may include the following:

- Emergency Alert System (EAS)
- Wireless Emergency Alert (WEA)
- Public Alert and Notification System (PANS)
- Media

Methods for communicating public information may include the following:

- MEMA's website homepage
- Mass 2-1-1
- Social Media (i.e. MEMA's Facebook page and Twitter account)
- Media

5.0 ROLES AND RESPONSIBILITIES

5.1 Lead ESF Responsibilities

The lead ESF for AFN response and recovery operations will:

- Report to the SEOC as directed to support AFN response and recovery operations;
- Determine the impact of the incident on AFN populations;
- Identify and coordinate staffing requirements at the SEOC;
- Coordinate and integrate the overall state effort to support AFN needs;
- Communicate and coordinate resources with local, state, and federal agencies and organizations to support AFN;

- Ensure that necessary cost accounting measures are being used by all support MA ESF agencies and that summary reports are generated as needed and shared with SEOC Command Staff;
- Coordinate with other MA ESFs to obtain information related to vendors, volunteer groups, and other organizations that may be able to supplement local and state AFN resources;
- Provide regular updates on ongoing AFN related needs to the SEOC Command Staff;
- Coordinate with other MA ESFs regarding resources for AFN;
- In coordination with the Operations Section and Resource Unit, receive, evaluate, process, and prioritize requests for assistance, relating to AFN populations, from communities, volunteer organizations, and other entities;
- Prioritize resource requests based on incident priorities;
- In coordination with MA ESF 15, ensure that public alert and warning information is accessible to all individuals;
- Incorporate AFN related information into AAR's.

5.2 Support MAESF Responsibilities

Listed below are SEOC responsibilities, as they relate to the AFNA mission:

MAESF 1: Transportation

- Coordinate resources to support accessible ground transportation service for AFN populations and their service animals during the response and recovery phase.

MAESF 5: Volunteers and Donations

- Maintain contact with local volunteer liaisons to stay abreast of assistance needed and resources available to AFN populations;
- Coordinate with MA ESF 8 to provide counseling services to the general population, first responders, and volunteers and emergency support staff as needed;

In addition, Mass 2-1-1 to provide:

- Multilingual call specialists and TTY access availability.

MAESF 6: Mass Care, Housing and Human Services

- Coordinate resources to support AFN needs related to mass care, emergency assistance, sheltering, and human services;
- Identify AFN populations within shelters;
- Provide assistance to local mass care service providers in the interpretation of federal guidance for meeting federal regulations that impact access and functional needs, and the sheltering of children and adults with functional support needs in general population shelters;
- Coordinate with local organizations (i.e. Catholic Charities) to provide language translation services in emergency shelters as needed.

- Track cases of unaccompanied minors and unaccompanied adults with supervision needs at all activated community and regional shelters. Report to SEOC as required. In addition, coordinate resources to reunify these people with their parent/ guardian or care provider;
- Track all activated community and regional shelters that serve AFN populations. Communicate the open/ full/ closed status of these shelters with the SEOC.

MAESF 8: Health and Medical Services

- Identify AFN populations within the impacted area(s);
- Coordinate resources to support needs related to emergency evacuation and relocation of medically dependant individuals, mental health and medical personnel staffing, and supplies to shelters.
- Assist in the coordination, delivery and distribution of medicines, hospital supplies, bottled water and water purification treatments, and nutritional supplements;
- Coordinate with hospitals and AFN agencies and organizations to ensure that persons with disabilities and other functional needs currently receiving services are contacted pre-event (during a known event) to ensure delivery of services and continuity of care;
- Work with MA ESF 6 to coordinate resources to support community information and referrals for at-risk individuals (i.e. displaced residents of extended care facilities, individuals with special medical needs, and individuals requiring home health care or durable medical equipment);
- Assist in locating medical and mental health workers to augment personnel assigned to emergency shelters;
- Provide information on the status and needs of community care facilities (i.e. residential treatment centers, rest homes, etc.);
- Monitor the health needs of shelter residents and report information to SEOC as needed;
- Coordinate behavioral health services to the affected general population;
- Coordinate behavioral health services to support first responders and emergency volunteers and support staff.

MAESF 11: Agriculture, Animals, Natural Resources

- Coordinate resources to support assistance or services (i.e. medical care and sheltering) for pets and service animals.

MAESF 12: Energy

- Contact electric distribution companies to obtain information concerning the status of electric service to Life Support Customers' homes, care facilities, and hospitals;
- Update emergency shelter power generating status and needs in coordination with the American Red Cross (ARC) and local EOCs. Assist in providing resources for emergency power generation;
- Prioritize restoration of electrical power to the most critical need locations (i.e. hospitals).

MA ESF 15: Public Information

- Ensure official public messages, special announcements, instructions, advisories, and warnings are accessible to all individuals;
- Coordinate with the media to ensure that information disseminated by the media is accessible, timely, and relevant to all individuals;
- Use MEMAs social media tools (i.e. Facebook) to disseminate emergency information.

MAESF 16: Military Support

- Should local resources become exhausted, support local requests for well being checks for persons who shelter- in- place and, identify life safety priorities.

5.3 Other Agencies

Other agencies not discussed in AFNA may have authorities, resources, capabilities, or expertise required to support access and functional needs population’s activities. These agencies may be requested for support on an ad hoc basis.

6.0 ADMINISTRATION AND LOGISTICS

6.1 Staffing

As required by Executive Order 144, all MA ESFs must designate a least two personnel to act as SEOC liaisons. These liaisons should be knowledgeable about the resources and capabilities of their respective agencies and have access to the appropriate authorities for committing said resources and capabilities.

6.2 Mutual Aid

The process for requesting mutual aid from entities either within or outside of Massachusetts is described in the “Mutual Aid” section of the State CEMP Basic Plan.

6.3 Support Annex Review and Maintenance

This Annex will be reviewed annually by participating agencies and organizations in a manner conforming to the review and maintenance guidelines contained in the State CEMP Basic Plan.

6.4 Logistics

The logistics section of the SEOC will coordinate resource support for MAESF responsible agencies to implement this annex. In addition, responsible MAESF agencies are responsible to identify and address department specific resource needs to support the implementation of this annex.

7.0 AUTHORITIES

This section outlines key Federal and State regulations and laws designed to prohibit discrimination and ensure adequate access to services for individuals with access and functional needs.

FEDERAL REGULATIONS/ LAWS

Americans with Disabilities Act of 1990 (ADA)

The Americans with Disabilities Act (ADA) is a broad civil rights law that prohibits discrimination against people with disabilities. The law covers a wide range of areas, from employment to the accessibility of public buildings. The ADA also requires that people with disabilities have equal access to all government programs.

ADA Amendments Act of 2008 (ADAAA)

The revised law broadens the scope of the definition of what it means to have a disability. These changes went into effect January 1, 2009. These amendments make it easier for people with access and functional needs to seek protection under the law. The ADAAA also mandates that those with access and functional needs be included in all disaster plans developed for a community under Title II.

Americans with Disabilities Act Accessibility Guidelines (ADAAG)

The Americans with Disabilities Act Accessibility Guidelines (ADAAG) covers the scoping and technical requirements necessary to ensure that buildings and facilities are accessible. The scoping and technical requirements outlined in the ADAAG must be applied during the design, construction, and alteration of buildings and facilities covered by Title II and Title III of the ADA to the extent required by regulations issued by federal agencies such as the Department of Justice Department and the Department of Transportation.

American Recovery and Reinvestment Act (ARRA) of 2009

This act includes specific provisions for advancing communications technologies such as wireless and broadband to improve public health, safety, and security programs for local communities. To fulfill the ARRA legislative mandate, the FCC is actively working to improve the use of personal communications technologies during an emergency, particularly for deaf and hard-of-hearing consumers.

21st Century Communications and Video Accessibility Act of 2010

The Twenty- First Century Communications and Video Act (CVAA) update federal communications law to increase the access of persons with disabilities to modern communications. The CVAA makes sure that accessibility laws enacted in the 1980s and 1990s are brought up to date with 21st century technologies, including new digital, broadband, and mobile innovations.

Executive Order 13166: Improving Access to Services for Persons with Limited English Proficiency

On August 11, 2000, the President Barack Obama signed Executive Order 13166, "Improving Access to Services for Persons with Limited English Proficiency". The Executive Order requires Federal agencies to examine the services they provide, identify any need for services to those with limited English proficiency (LEP), and develop and implement a system to provide those services so LEP persons can have meaningful access to them. It is expected that agency plans will provide for such meaningful access consistent with, and without unduly burdening, the fundamental mission of the agency. The Executive Order also requires that the Federal agencies

work to ensure that recipients of Federal financial assistance provide meaningful access to their LEP applicants and beneficiaries.

Executive Order 13347: Individuals with Disabilities in Emergency Preparedness

In 2004, President George W. Bush signed Executive Order 13347: Individuals with Disabilities in Emergency Preparedness. This Order established the Interagency Coordinating Council on Emergency Preparedness and Individuals with Disabilities (ICC). Chaired by the Department of Homeland Security and assigned to the Office for Civil Rights and Civil Liberties, the ICC helps to ensure that the federal government accounts for the safety and security of people with disabilities during disasters.

Fair Housing Act

The Fair Housing Act, as amended in 1988, prohibits housing discrimination on the basis of race, color, religion, sex, disability, familial status, and national origin. Its coverage includes private housing, housing that receives Federal financial assistance, and State and local government housing.

Federal Communications Commission: Emergency Alert System Rules

In October 2005, the Federal Communications Commission (FCC) expanded the Emergency Alert System (EAS) rules to require EAS participation by digital television broadcasters, digital cable television providers, digital broadcast radio, digital audio radio service, and direct broadcast satellite systems. The FCC's EAS rules require that an EAS provide access to people with disabilities by providing both visual and aural alerts. Under the rules, a visual EAS alert does not have to be an exact transcription of an audio alert, but must be "any method of visual presentation that results in a legible message conveying the essential emergency information."

Post-Katrina Emergency Reform Act

As a result of the devastation caused by Hurricane Katrina, President George W. Bush signed into law the Post-Katrina Emergency Reform Act, to amend the Homeland Security Act of 2002. Effective March 31, 2007, the Post-Katrina Emergency Reform Act aims to strengthen the Department of Homeland Security/FEMA's ability to prevent, prepare for, protect against, respond to, and recover from disaster.

Additionally, the Post-Katrina Emergency Reform Act requires that new leadership roles are created within DHS, including the position of National Disability Coordinator; now part of the Office of Disability Integration and Coordination as of February 2010. The Post-Katrina Emergency Reform Act also includes provisions for the inclusion of people with disabilities in evacuation plans, accessible housing, and regional disability coordinators, among many other changes.

Rehabilitation Act of 1973 (Section 504)

Section 504 of the Rehabilitation Act of 1973, prohibits discrimination against persons with disabilities by recipients of federal funding. Section 504 of the Rehabilitation Act provides, in pertinent part, that no otherwise qualified individual with a disability ... shall, solely by reason of his or her disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.

Rehabilitation Act of 1973 (Section 508)

Section 508 of the Rehabilitation Act of 1973, requires that when federal agencies develop, procure, maintain, or use electronic and information technology, federal employees with disabilities have access to and use of information and data that is comparable to the access and use by federal employees who are not individuals with disabilities, unless an undue burden would be imposed on the agency. Section 508 also requires that individuals with disabilities who are members of the public seeking information or services from a federal agency, have access to and use of information and data that is comparable to that provided to the public who are not individuals with disabilities, unless an undue burden would be imposed on the agency.

Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707 was signed into law on November 23, 1988, as an amended version of the Disaster Relief Act of 1974. The Stafford Act provides the statutory authority for the Federal Emergency Management Agency (FEMA) to coordinate most federal disaster response activities. It also established a system through which financial and physical assistance can be obtained from FEMA following a presidentially declared disaster.

The Pandemic and All-Hazards Preparedness Act of 2006

Establishes an Assistant Secretary for Preparedness within HHS and authorizes the Public Health Security and Bioterrorism Preparedness and Response Act of 2002 to protect the public more effectively and efficiently by responding to public health emergencies with a clear line of authority from local to state to federal officials. Strategies address the public health and medical needs of “at-risk” individuals who have special needs during an emergency. Amends Section 2802 of the Public Health Service Act to provide statutory authority and requirements for the National Health Security Strategy (NHSS), released in December 2009.

The Pets Evacuation and Transportation Standards Act of 2006

The Pets Evacuation and Transportation Standards Act amends the Stafford Act and requires FEMA to ensure state and local disaster preparedness plans take into account the needs of individuals with household pets and service animal prior to, during, and following a major disaster or emergency.

STATE REGULATIONS/ LAWS

Department of Public Utilities 220CMR 19.00: Standards of Performance for Emergency Preparation and Restoration of Service for Electric Distribution and Gas Companies

19.03 Emergency Preparation:

Each Company shall ensure that it is adequately and sufficiently prepared to restore service to its customers in a safe and reasonably prompt manner during an Emergency Event. For electric distribution companies, this shall include at a minimum, but not be limited to: maintaining updated lists of local elected and appointed officials, state and local public safety officials, Life Support Customers, and all internal personnel and external entities involved in the Company’s restoration efforts.

19.04: Emergency Response Plans:

For electric distribution companies, procedures for maintaining an updated list of Life Support Customers, including a process to immediately update a Company's Life Support Customer list when a customer notifies the Company of a medical need for electric service, communicating with Life Support Customers before, during and after an Emergency Event, and providing information to public safety officials regarding the status of electric service to Life Support Customers' homes.

Massachusetts Public Accommodations Law G.L. 272 92A and 98

Discrimination in places of public accommodation based on disability is prohibited. A public accommodation is defined as any place, which is open to and accepts the general public. The law prohibits discrimination not only in terms of building access but also in terms of the programs or services offered.

Massachusetts Service Animal Law G.L. 272 98A

Any person with a disability accompanied by a dog guide or service animal is entitled to any and all accommodations, advantages, facilities and privileges of all public conveyances, public amusements and places of public accommodation, within the Commonwealth, to which others not accompanied by dogs are entitled, subject only to the conditions and limitations applicable to all persons not accompanied by dogs.

APPENDIX A
ACRONYMS

AAR	After Action Report
ADA	Americans with Disabilities Act
ADAAG	Americans with Disabilities Act Accessibility Guidelines
AFN	Access and Functional Needs
AFNA	Access and Functional Needs Annex
ARC	American Red Cross
ASL	American Sign Language
CEMP	Comprehensive Emergency Management Plan
C-MIST	Communication, Medical, Maintaining Independence, Supervision, and Transportation
CMS	Consumable Medical Supplies
DME	Durable Medical Equipment
DRC	Disaster Recovery Center
EAS	Emergency Alert System
ESF	Emergency Support Function
FCC	Federal Communications Commission

FEMA	Federal Emergency Management Agency
MA	Massachusetts
MEMA	Massachusetts Emergency Management Agency
NGO	Non- Government Organization
PANS	Public Alert and Notification System
PIO	Public Information Officer
PAS	Personal Assistance Service
SEOC	State Emergency Operations Center
TTY	TeleTypewriter
WEA	Wireless Emergency Alert

APPENDIX B

GLOSSARY OF KEY TERMS

For the purposes of the AFNA, the following terms and definitions apply.

Accessible: Having the legally required features and/or qualities that ensure entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

Access and Functional Needs Populations: Access and Functional Needs Populations are defined as those whose members may have additional needs before, during and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional assistance may include those who have disabilities, live in institutionalized settings, are elderly, are children, are from diverse cultures, have limited English proficiency, or are non-English speaking, or are transportation disadvantaged.

Accommodations - In general, an accommodation is any change to the rules, policies, procedures, environment, or in the way things are customarily done that enables an individual with a disability to enjoy greater participation. Examples for both include: Ramps, height and width adjustments of facilities, Sign language interpreters or captioning, translators, signage (including Braille, other languages).

Agency: A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, non-governmental organizations may be included to provide support.

Consumable Medical Supplies (CMS): Consumable Medical Supplies are disposable supplies used by the recipient or caregiver which are essential to adequately care for the recipient's needs. Such supplies enable the recipient either to perform activities of daily living, or stabilize and monitor a health condition.

Disaster Recovery Center (DRC): A facility established in a centralized location within or near the disaster area at which disaster victims (individuals, families, or businesses) apply for disaster aid.

Durable Medical Equipment (DME): Durable Medical Equipment is equipment for the treatment of an illness, injury, and/or the prevention of a patient's medical deterioration. DME can be repetitively used. Examples of such equipment include, but are not limited to the following: walkers, hospital beds, crutches, wheelchairs, and oxygen equipment.

Emergency Alert System (EAS): A system of radio and television stations responsible for providing official government instructions to the public (formerly the Emergency Broadcast System – EBS).

Economically Disadvantaged: Individuals/ families living at or below the federal and state poverty levels.

Emergency: Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Support Function (ESF): An agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF.

Hazard: An act or condition posing the threat of harm.

Limited English Proficiency: Persons who do not speak English as their primary language and who have limited ability to read, speak, write, or understand English.

Long-Term Care: The provision of medical, social, and personal care services on a recurring or continuing basis to persons with chronic physical or mental disorders. The care may be provided in environments ranging from institutions to private homes. Long-Term Care services usually include symptomatic treatment, maintenance, and rehabilitation for patients of all age groups.

Media: The means of communication, as radio and television, newspapers, and magazines that reach or influence people widely.

Mitigation: Activities providing a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

Non- Governmental Organization (NGO): An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit.

Personal Assistance Service (PAS): Person-to-person services to assist people with disabilities with tasks they would perform if they did not have a disability. Traditionally, these services have focused on health care and activities of daily living.

Preparedness: Actions that involve a combination of planning, resources, training, exercising, and organizing to build, sustain, and improve operational capabilities. Preparedness is the process of identifying the personnel, training, and equipment needed for a wide range of potential incidents, and developing jurisdiction-specific plans for delivering capabilities when needed for an incident.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property.

Public Alert and Notification System (PANS): A network of sirens, EAS tone-alert radios, NOAA tone-alert radios, public address systems, mobile speakers, loud-hailers, and door-to-door personal notification that would be used to notify the public of an emergency.

Public Information: Processes, procedures, and systems for communicating timely, accurate, accessible information on an incident's cause, size, and current situation; resources committed;

and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

Recovery: The development, coordination, and execution of service and site restoration plans; the reconstitution of government operations and services; individual, private sector, non-governmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Under the *National Incident Management System*, resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an emergency operations center.

Response: Immediate actions to save lives, protect property and the environment, and meet basic human needs. Response also includes the execution of emergency plans and actions to support short-term recovery.

Service Animal: Any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability.

Social Media: Forms of electronic communication through which users create online communities to share information, ideas, personal messages, and other content.

State Emergency Operations Center (SEOC): The physical location at which the coordination of information and resources to support statewide incident management activities normally takes place.

TeleTypewriter (TTY): A device which enables someone who has a speech or hearing impairment to use a telephone when communicating with someone else who has a TTY. TTYs can be used with any telephone, and one needs only a basic typing ability to use them.

Transportation Disadvantaged: Those without transportation including those without access to a vehicle, those who are unable to drive, and those who require transportation assistance.

Unaccompanied Minor: A minor without a parent or other adult guardian.

Wireless Emergency Alert (WEA): Wireless Emergency Alerts are free wireless notifications that are delivered to mobile devices as part of the public safety system provided by authorized senders. They are designed to provide information about imminent threats to safety or missing person alerts.

APPENDIX C
REFERENCES

Animal Legal and Historical Center. (n.d). *Pets evacuation and transportation standards act of 2006*. Retrieved from http://www.animallaw.info/statutes/stusfd2006pl109_308.htm.

Bullock, A., Haddow, G., & Coppola, D. (2011). *Managing children in disasters: Planning for their unique needs*. Boca Raton, FL: CRC Press.

California Emergency Management Agency. (2009). *Guidance on planning and responding to the needs of people with access and functional needs*. Retrieved from <http://www.calema.ca.gov/PlanningandPreparedness/Pages/Access-and-Functional-Needs-Planning-.aspx>

Commonwealth of Massachusetts. (n.d). 220 CMR 19.00: *Department of public utilities: Standards of performance for emergency preparation and restoration of service for electric distribution and gas companies*. Retrieved from <http://www.mass.gov/eea/docs/dpu/cmr/220cmr1900.pdf>

Congressional Research Service. (2007). *Federal emergency management policy changes after hurricane Katrina: A summary of statutory provisions*. Retrieved from <http://www.fas.org/sgp/crs/homsec/RL33729.pdf>

Disability Statics. (n.d.). *Resource for U.S. disability statistics (2010)*. Retrieved from <http://www.disabilitystatistics.org/reports/acs.cfm?statistic=1>

Federal Communications Commission. (n.d). *Twenty- first century communications and video accessibility act of 2010*. Retrieved from <http://www.fcc.gov/guides/21st-century-communications-and-video-accessibility-act-2010>

Federal Communications Commission. (2004.). *Part 79 accessibility of emergency information*. Retrieved from http://www.fcc.gov/cgb/dro/emergency_info_regs.html

Federal Emergency Management Agency. (n.d) *Accommodating individuals with disabilities in the provision of disaster mass care, housing, & human services: Reference guide*. Retrieved from <http://www.fema.gov/accommodating-individuals-disabilities-provision-disaster-mass-care-housing-human-services>

Federal Emergency Management Agency. (2008). *Comprehensive preparedness guide (cpg) 301: Interim emergency management training guide for special needs populations*. Retrieved from <http://serve.mt.gov/wp-content/uploads/2010/10/CPG-301.pdf>

Federal Emergency Management Agency. (2010). *Guidance on planning for integration of functional needs support services in general population shelters*. Retrieved from http://www.fema.gov/sites/default/files/orig/fema_pdfs/pdf/about/odic/fnss_guidance.pdf

Kailes- Isaacson, J. (2007). *Moving beyond “special needs”. A function-based framework for emergency management and planning*. Retrieved from <http://www.jik.com/KailesEndersbeyond.pdf>

Massachusetts Office on Disability. (2012). *Disabilities rights laws in Massachusetts*. Retrieved from <http://www.mass.gov/anf/docs/mod/disability-law-booklet-2012-revision.pdf>

National Council on Disability. (2009). *Effective emergency management: Making improvements for communities and people with disabilities*. Retrieved from http://www.ncd.gov/policy/emergency_management

National Organization on Disability. (2009). *Emergency preparedness initiative guide on the functional needs of people with disabilities: A guide for emergency managers, planners, and responders*. Retrieved from <http://nod.org/assets/downloads/Guide-Emergency-Planners.pdf>

New Hampshire Department of Public Safety. (2010). *Functional needs guidance: State emergency operations plan support annex*. Retrieved from http://www.nh.gov/safety/divisions/hsem/documents/nh_functional_needs_guidance.pdf

Save the Children. (2007). *The unique needs of children in emergencies: A guide for the inclusion of children in emergency operations plans*. Retrieved from http://www.idph.state.ia.us/hcci/common/pdf/children_in_emergencies_planning_guide.pdf

U.S. Census Bureau. (n.d). *American fact finder: Population of Massachusetts 2010*. Retrieved from <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>

U.S. Department of Homeland Security. (2005). *Individuals with disabilities in emergency preparedness: Executive order 13347*. Retrieved from

http://www.dhs.gov/xlibrary/assets/CRCL_IWDEP_AnnualReport_2005.pdf

U.S. Department of Justice. (n.d). *Americans with disabilities act (ADA)*. Retrieved from <http://www.ada.gov/publicat.htm#Anchor-14210>

U.S. Department of Justice. (n.d). *ADA and ABA accessibility guidelines for buildings and facilities*. Retrieved from <http://www.access-board.gov/ada-aba/final.cfm>

U.S. Department of Justice. (n.d). *Executive order 13166: Improving access to services for persons with limited English proficiency*. Retrieved from <http://www.justice.gov/crt/about/cor/Pubs/eolep.php>

United States Access Board. (n.d). *ADA amendments act of 2008*. Retrieved from <http://www.access-board.gov/about/laws/ada-amendments.htm>

United States Access Board. (n.d). *The rehabilitation act amendments (section 508)*. Retrieved from <http://www.access-board.gov/sec508/guide/act.htm>