

ANNEX X

SPECIAL NEEDS

Primary Agency:	Missouri Department of Health and Senior Services Missouri Division of Vocational Rehabilitation
Support Agencies:	Missouri State Emergency Management Agency Missouri Department of Social Services Missouri Department of Mental Health Missouri Department of Elementary and Secondary Education Missouri Department of Higher Education Missouri Department of Public Safety Governor's Council on Disability Statewide Independent Living Council American Red Cross The Salvation Army Missouri Centers for Independent Living The Missouri Alliance for Home Care Missouri United Methodist Disaster Response Team/United Methodist Committee on Relief Missouri Voluntary Organizations Active in Disasters Missouri Interfaith Disaster Response Organization Missouri Hospital Association Missouri Association of Local Public Health Agencies (MoALPHA) Missouri Public Health Association Disaster Recovery Partnership AmeriCorp – Emergency Response Team Missouri Extension Service

I. PURPOSE

This annex defines the roles and responsibilities of the above agencies for assisting Missourians with special needs during emergency operations. The special needs population includes individuals with physical, mental, sensory, cognitive, cultural, ethnic, socio-economic (including homeless), age, citizenship status, or any other circumstance creating barriers to understanding or the ability to act/react as requested of the general population during all phases of emergency management. In an emergency or impending emergency, the State can provide information and technical assistance to local jurisdictions to more effectively support persons with special needs populations in their communities.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. Missouri is subject to many potential disasters that could endanger large numbers of people (see Basic Plan, Appendix 5). People with special needs may require additional assistance with medical services, equipment, and supplies; shelter and transportation; communication support and adaptive equipment; and so on.
2. Special need operations are under direction and control of local jurisdictions. Emergency response and human services agencies must design specific preparedness, communications, and response and recovery strategies to accommodate these needs.
3. A proactive approach including education and preparation of the special needs community will improve the effectiveness of response efforts for people with special needs in emergency situations.

B. Assumptions

1. Local jurisdictions have developed Local Emergency Operations Plans (LEOP) that address empowering and assisting general populations during an emergency. These plans identify procedures for communication, evacuation, mass care, shelter-in-place, and other emergency operations. Minimal assistance is required from the State.
2. The State's ability to provide for individuals with special needs is limited. Local jurisdictions maintain a general knowledge of the types and numbers of individuals with special needs who live within the boundaries of their jurisdictions, and the resources to assist those individuals.
3. All persons respond as directed by local officials.
4. Individuals with special needs will require assistance only after exhausting their usual resources and support network.
5. Health care providers are accustomed to address individuals with special needs and will continue to support health care delivery needs of these individuals—as part of health care delivery and, in the event of an emergency, as defined within regional and provider-specific emergency preparedness plans.
6. Failure of public officials, human service agencies, and communities to consider and incorporate special needs planning and preparedness into emergency operation plans increases risk of failures and shortcomings in response and recovery operations, particularly for those with special needs.
7. Disruption to specific services have devastating results to individuals with special needs.

III. CONCEPT OF OPERATIONS

A. General

1. Local Jurisdictions

- a. Local jurisdictions, using local resources, provide emergency services that recognize and accommodate special needs, and expedite access to needed services until routine assistance is re-established.
- b. Local jurisdictions develop and maintain emergency planning and response capabilities that accommodate the diverse and special needs represented in their communities. Accommodations include but are not limited to interpreter and translation services; adaptive equipment and services; and access and referral to medical and specialized support services in shelter and feeding environments.
- c. Local jurisdictions perform the following:
 - Maintain lists of individuals potentially needing additional assistance during emergency operations and a list of resources required for each type of special need.
 - Identify and designate individuals with special skills necessary to assist the special needs population.
 - Coordinate with private sector vendors to provide essential adaptive equipment and supplies to assist individuals with special needs.
 - Develop Standard Operating Guides (SOG) that anticipate potential impediments to providing assistance to special needs populations.
- d. Local jurisdictions develop the ability to disseminate information and instructions to the special needs population via radio, television, and other available media as necessary. Measures to reach individuals with special communication needs—including hearing impairment, inability to comprehend the English language, and so on—must be established. Communicated information should include immediate actions to be taken and other pertinent information (see Annex R, Emergency Public Information).
- e. If people with special needs are affected by an incident, both the individual and the local jurisdiction share responsibility to meet their needs. The local authority must respond and address these needs beyond the capabilities of individuals. The needs of some persons may be met within their current residence. Others may need assistance with evacuation. When individuals are displaced from their homes by the disaster situation, mass care shelters are generally not set up to handle people with special needs. Coordination is necessary among officials to

ensure shelters for persons with special needs are open, have sufficient resources to assist people with special needs, and are ready to receive evacuees. Shelter officials should be advised about the duration of evacuation and when to close the shelters (see Annex I, Mass Care).

2. State Government

a. The State provides assistance to local jurisdictions as required or requested, including but not limited to:

- Development of local plans.
- Identification of barriers affecting various special needs populations and development of mediation strategies.
- Specialized training for state and local officials regarding special needs.
- Preparation and dissemination of culturally appropriate emergency public information.
- Development of specialized materials tailored to specific special needs populations.
- Coordination and distribution of essential resources, supplies, or services.
- Development of policy and resources to assist local jurisdictions and state departments.
- Use of regulations and funding requirements to promote local offices' participation and educational planning with consumers.

b. State departments, agencies, or divisions develop plans to assist their own employees and clients with special needs during an incident at the workplace during business hours. These plans are coordinated with local jurisdictions. Upon request of the department or agency, Department of Health and Senior Services (DHSS) reviews these plans.

B. Actions to be Taken by Operating Time Frames

Refer to the general responsibilities in Section III of the Basic Plan. The following agency-specific responsibilities must also be completed:

1. Awareness

a. Each state department, agency, and/or division, and local jurisdiction, is responsible for collecting, analyzing, and disseminating information to its staff that anticipates requirements to assist the special needs population and allows the staff to react effectively in an emergency.

- b. Identify and catalog all current state programs, policies, and plans for meeting special-population service needs in emergency preparedness and response.
- c. Integrate emergency planning needs into all existing state programs, policies, and plans.
- d. All applicable departments, agencies, or divisions maintain adequate staff to provide coordination in regard to the special needs population.
- e. All applicable state departments, agencies, and/or divisions involve cultural and special needs experts in development or adaptation of materials to include sensitivity and awareness.
- f. Develop educational materials for preparing to meet the special needs of diverse populations at the state agency and local jurisdiction levels.
- g. Develop methods and planning activities to eliminate necessity to exercise this annex.

2. Prevention

- a. Develop regulatory or incentive strategies to promote adherence to standards.
- b. Promote and advocate values and practices that recognize and respect the legal and human rights and strengths of persons with special needs.
- c. Develop prevention initiatives for persons with special needs that comply with Health Insurance Portability and Accountability Act of 1996 (HIPAA) standards.

3. Preparedness

- a. State departments, agencies, or divisions with task assignments for assisting the special needs population develop SOGs to assist local agencies.
- b. Provide technical guidance and assistance to local jurisdictions to develop a special needs operation plan.
- c. Develop Emergency Public Information (EPI) materials for preparing to meet the special needs of diverse populations at the state agency and local jurisdiction levels.
- d. Develop access to translation services for public education activities including interpreters, closed captioning, large print, and Braille.
- e. Develop templates for local jurisdictions in accessible formats and make them available.

- f. Mentor and train local government, health, social service, legal, and faith-based organizations to identify local resources.
 - g. Develop public education and emergency response materials, including universal symbols and signage.
 - h. Establish planning protocols and standards that address the needs of special populations, including knowledge dissemination such as best practices and lessons learned.
 - i. Develop and maintain a general directory of statewide community assets and resources for use in an emergency for meeting the needs of the special needs population.
 - j. Exercise special needs population SOGs and plans.
 - k. Establish mutual aid and memorandums of understanding (MOU) with agencies and public/private partnerships.
 - l. Educate emergency management community in specialized communications, direction and control, assistance, and so on required to help individuals with special needs.
 - m. Coordinate Disaster Recovery Partnership to develop or coordinate service delivery and identify gaps.
 - n. Develop a directory of personnel, equipment, and services.
4. Response
- a. Monitor local operations.
 - b. Provide assistance for operations when requested.
 - c. Notify all voluntary agencies of activation.
5. Recovery
- a. Assess continuing needs of agencies involved in recovery, and work with the Public Information Officer (PIO) to communicate those needs.
 - b. When requested, provide assistance to the special needs population in returning to their homes.
 - c. Governor's Disaster Recovery partnership develops or coordinates service delivery and identifies gaps.
 - d. Evaluate and research options with focus on funding and cost benefit.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

Caring for special needs population is the primary responsibility of local jurisdictions. DHSS and Missouri Division of Vocational Rehabilitation Services (MDVR) have shared primary responsibility for the State's efforts relating to this annex. Both agencies will coordinate with the entities listed below to ensure the proper level of assistance oversight, guidance, training, and planning carried out efficiently and effectively.

B. Assignment of Responsibilities

1. Primary Agencies

a. The DHSS is responsible for supporting local jurisdictions providing adequate services to the general population with special needs. DHSS furnishes the following support:

- Establish, educate, and maintain the Special Needs Planning Committee Taskforce (SNPTC). The SNPTC provides guidance, consultation, and resources to orchestrate the State's response policy and protocols that address the special needs population.
- Recruit individuals/ organizations to provide services to the special need population during all phases of emergency management.
 - Provide information, education, and training resources to those individuals/organizations to adequately assist the special needs population.
 - Facilitate communications including transfer of best management practices and lessons learned.
- Develop planning guidance and templates for Individual Emergency Management Plans (IEmP), case management training, in-house sheltering, evacuation and transportation services, sheltering, and the required infrastructure of the special needs population.
- Promote development of local emergency operation plans to address the special needs population.
- Develop a system based on the special needs population committees' recommendations for providing for special needs population.

- Develop and maintain a Community Resource Guide containing population-sensitive materials, standards, and best management practices for educating and assisting affected individuals.
 - Identify regulatory and funding requirements to conduct drills and exercises.
 - Develop and provide training to other state agencies, emergency responders, and care providers to identify special populations and provide cultural sensitivity.
 - Develop the Departments ability to respond to the needs of children during all phases of emergency management.
- b. MDVR is responsible for supporting local jurisdictions in providing adequate services to the population with special needs. MDVR provides the following support:
- Prepare to meet the needs of the Special Needs Planning Committee Task Force.
 - Monitors regulations and funding requirements that affect the State's ability to provide services during all phases of emergency management.
 - Distributes Title 7 funding associated with independent living.
 - Coordinate with the State Independent Living Council regarding their operations at 21 living centers.
 - Serves as an advocate for the special needs community.
 - Provides technical assistance and guidance for emergency planning associated with the special needs community.

2. Support Agencies

- a. State Emergency Management Agency (SEMA)
- Assists with development and management of drills and exercises to test this annex.
 - Organizes and educates Missouri local emergency management community.
 - Coordinates provision of resources to assist in shelter-in-place, evacuation, transportation, and sheltering operations.

- Coordinates communication among local jurisdictions and the appropriate State agencies, departments, and divisions.
 - Integrates special needs population planning into all existing state programs, policies, and plans.
- b. Missouri Department of Social Services
- Develops a system for sheltering and mass care that includes evacuation and transportation services sensitive to individuals with social barriers economic, cultural, and linguistic—including refugees and the homeless.
 - Supports DHSS with its roles and responsibilities.
 - Coordinates Children’s Services operations.
- c. Missouri Department of Mental Health
- Oversees and coordinates assistance of residents at any of the 29 Missouri Department of Mental Health (DMH) facilities.
 - Develops DMH and facility SOG to establish mutual aid agreements as necessary to provide for transportation, legal considerations, medical assistance, workforce relocation, public safety and security provisions, and alternate housing locations for affected DMH clients.
 - Develops system for sheltering and mass care that includes evacuation and transportation services for residing in DMH facilities.
 - Provides guidance, education, and technical assistance regarding normal emotional response in times of disaster to enable individuals with cognitive barriers to understand what is happening to them and to assist local jurisdictions in their response.
 - In a federally declared disaster, writes the state Federal Emergency Management Agency (FEMA) crisis counseling grant and if awarded, coordinates the funding through SEMA—when awarded, DMH will work with the community mental health centers to hire and train para-professionals for the crisis counseling program.

- d. Missouri Department of Elementary and Secondary Education
- Coordinates assistance of persons with special needs from their facilities.
 - Provides assistance with crisis counseling in accordance with Missouri's school improvement plan.
 - Provides technical assistance to the public education system in development of school preparedness plans to address student special needs requirements.
- e. Missouri Department of Higher Education
- Provides assistance with crisis counseling in accordance with Missouri's school improvement plan.
 - Provides technical assistance to Missouri's university system and promotes development of preparedness plans to address special needs requirement of students.
 - Identifies resources that can be used during all phases of emergency management.
- f. Missouri Department of Public Safety
- Supports state and local officials in overall coordination and control of evacuation operations. Local officials are responsible for overall coordination and control planning.
 - Develops local resource capabilities.
- g. Governor's Council on Disability
- Develops and maintains system for educating shelter staff, emergency managers, and other disaster responders in identifying special needs population members and directing them to appropriate services.
 - Develops, maintains, and promotes a Resource Guide List — including pharmaceutical warehouse; durable medical equipment (replacement, retrieval, and repair); reputable repair services and legitimate service providers; emergency supplies and funding resources; and locations of ongoing medical care (visiting nurses, parish nurses, in-home mental health nurses, and so on).

- h. Statewide Independent Living Council
 - Distributes best management practices from national efforts.
 - Develops comprehensive, statewide, outreach project to reach affiliated and unaffiliated members of the special need population for the purpose of developing IEmPs.
 - Coordinates outreach efforts with Centers for Independent Living (CIL), Senior Centers, Regional Centers, Home Health Providers, and American Red Cross (ARC).
 - Provides technical assistance and training to the special needs population to promote sustainability during an emergency.

- i. American Red Cross
 - Provides food, clothing, emergency shelter assistance, crisis counseling, welfare inquiries, and other services as needed.
 - Provides training and coordination of volunteers.
 - Provides training for individuals, families, and home health care professionals that furnish support services to the special needs population.
 - Provides technical assistance on educational material format and sensitivity.
 - Identifies and recruits local resources that reflect community diversity.

- j. The Salvation Army
 - Provides assistance with mass feeding, emergency sheltering, spiritual counseling, and other emergency mass care needs.

- k. Missouri Center for Independent Living
 - Conducts a volunteer registry of individuals within the special needs population who might require assistance during an emergency.
 - Promotes advocacy for the special needs population.

1. The Missouri Alliance for Home Care
 - Provides resources, education, and information assistance to its members agencies.
 - Develops, maintains, and provides education to enhance home health care agencies' efforts to assist patients with proper prescription storage, retrieval and replacement in case of a disaster; and provide resources to assist client's protect existing insurance benefits from ineligibility while receiving disaster benefits; services and medications; and so on.
 - Develops model Memorandums of Agreement and education materials to promote and develop partnerships and response efforts with local public health jurisdictions and emergency management planning committees.
 - Surveys in-home care and hospice organizations to identify gaps in agencies' ability to provide the assistance and services required by special needs population.
 - Disseminates to members communication and correspondence received by MAHC from government agencies.
 - Provides education and resources to members to facilitate disaster preparedness planning activities, including planning for special needs populations.
 - Facilitates and coordinates emergency preparedness educational activities for membership agencies.
- m. Missouri United Methodist Disaster Response Team/United Methodist Committee on Relief
 - Coordinates case management efforts with the special needs population.
- n. Missouri Voluntary Organizations Active in Disasters
 - Provide information, education, and training resources to volunteer organizations willing to support the special needs population during all phase of emergency management.
- o. Missouri Interfaith Disaster Response Organization
 - Responds to long-term recovery efforts to address unmet needs.
 - Promotes outreach efforts to promote cultural sensitivity.

- p. Missouri Hospital Association
- Coordinates communication and correspondence with Missouri hospitals.
 - Facilitates disaster preparedness planning activities, including planning for special needs populations.
 - Coordinates regional hospital planning efforts with public health and emergency management.
 - Facilitates and coordinates emergency preparedness educational activities for Missouri hospitals.
- q. Missouri Association of Local Public Health Agencies (MoALPHA)
- Coordinates communication and correspondence with member agencies.
 - Facilitates information sharing among member agencies for disaster preparedness planning activities, including planning for special needs populations.
 - Facilitates and coordinates emergency preparedness educational activities for member agencies.
- r. Missouri Public Health Association
- Assists with the emergency needs of the special needs population.
 - Coordinates communication and correspondence with members.
 - Facilitates disaster preparedness planning activities, including planning for special needs populations.
 - Coordinates planning efforts with public health and emergency management at membership facilities.
 - Facilitates and coordinates emergency preparedness educational activities for membership facilities.
- s. Disaster Recovery Partnership
- Assists Missouri's recovery plans by developing and implementing a holistic approach to disaster recovery.
 - Educate and maintain the MOVOAD. MOVOAD provides information, education, and training resources to volunteer

organizations willing to support the special needs population during all phase of emergency management.

- Provides an efficient and effective integrated system addressing human services, housing, infrastructure, community, and economic development issues.

t. Ameri-Corp–Emergency Response Team

- Assists with the emergency needs of the special needs population.
- Provides debris clearance and disaster cleanup services to make residential structures safe and secure.

u. Missouri Extension Office

- Assists with the development and maintenance of COAD.
- Provide information, education, and technical support to organizations willing to support the special needs population during all phase of emergency management.
- Provides staffing if needed during all phase of emergency management .
- Designs and evaluates exercises tailored to the special needs population.

v. Other organizations

- Local volunteer agencies, church groups, and civic organizations may supply food, clothing, and medical supplies; provide shelter assistance; provide referral assistance to individuals in need of temporary housing; assist homeowners with recovery and repair of damaged homes and property cleanup; furnish counseling services; and respond to other needs.
- Local county Family Support Division offices support mass-care activities as their local jurisdictions direct.

V. DIRECTION AND CONTROL

- A. DHSS and MDVR coordinate operations to address the special needs population during an emergency—including state and federal support to local subdivisions.
- B. State departments with support responsibilities direct operations from their command and control centers and/or SEOC as the situation warrants.

VI. CONTINUITY OF GOVERNMENT

- A. Line of Succession for DHSS
 - 1. Director
 - 2. Chief Operation Officer
 - 3. Deputy Director of Public Health
- B. Line of Succession for MDVR
 - 1. Assistant Commissioner
 - 2. Director of Independent Living Services
 - 3. Assistant Director of Independent Living Services
- C. See Annex S, Continuity of Government, for additional information

VII. ADMINISTRATION AND LOGISTICS

- A. Mass Care Operations are identified in Annex I, Mass Care
- B. See the Basic Plan, Section VII, for additional information

VIII. ANNEX DEVELOPMENT AND MAINTENANCE

- A. The contents of this annex must be understood by those who implement it. SEMA ensures that each participating department, agency, and division is aware of its assigned duties. SEMA also briefs newly elected or appointed officials when they assume their duties.
- B. Development of this annex and its supporting documentation is the responsibility of DHSS.
- C. DHSS initiates an annual review of the plan by all agencies. Responsible officials can recommend changes or provide information at any time.
- D. Annex X, Special Needs, is exercised at least once a year to provide practical, controlled, operations experience and to test the plan. DHSS organizes the exercise.
- E. This annex is updated in response to deficiencies identified through drills and exercises, changes in local jurisdiction structure, technological changes, and actual operations.

IX. AUTHORITIES AND REFERENCES

See Glossary, Authorities, and References.

**APPENDIX 1 TO ANNEX X
SPECIFIC SPECIAL NEEDS TYPES AND RESPONSIBLE STATE AGENCY¹**

- I. AGE
 - A. PEDIATRICS (0-10 years old)—Department of Health and Senior Services (DHSS)
 - B. ADOLESCENTS (11-21 years old)—DHSS
 - C. ADULTS (22-59 years old)—Not applicable, unless other special need identified
 - D. SENIORS (>60 years old)—DHSS

- I. PHYSICAL
 - A. SENSORY
 - 1. HEARING IMPAIRED—DHSS/Missouri Division of Vocational Rehabilitation Services (MDVR)
 - 2. VISUALLY IMPAIRED—DHSS/MDVR
 - 3. SPEECH IMPAIRED—DHSS/MDVR
 - B. MOBILITY—DHSS/MDVR

- II. MENTAL—Department of Mental Health (DMH)

- III. COGNITIVE
 - A. MENTAL RETARDATION/DEVELOPMENTAL DISABILITY—DMH
 - B. NEUROLOGICAL—DHSS

- IV. CULTURAL—All Departments, Divisions, and Agencies

- V. ETHNIC—All Departments, Divisions, and Agencies

- VI. SOCIO-ECONOMIC STATUS—All Departments, Divisions, and Agencies

- VII. LANGUAGE—All Departments, Divisions, and Agencies

- VIII. CITIZENSHIP STATUS—All Departments, Divisions, and Agencies

- IX. TEMPORARY—All Departments, Divisions, and Agencies

¹ State agency responsibilities include authorized services and supports to individuals with special needs who are clients of the respective agency and advocacy, public education and regulatory strategies for other individuals with special needs who are not current clients or service recipients of the agency.