PREPAREDNESS SUMMIT | THE Evolving Threat Environment

March 26-29 | St. Louis, MO
2019

Pre-Disaster Recovery Planning for Public Health and Healthcare:
Turning Guidance into Actionable Plans

Introactions

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Education and Training

Our Vision:

A resilient Boston through healthy, informed, and connected communities that are supported every day and during emergencies by strong, integrated public health and healthcare systems.

- Community fares better after an emergency
- Equitable access to health and human services during and after emergencies

About Us

- Local public health authority
- ESF #8 lead for the City of Boston
- Sponsoring organization for healthcare coalition

What are you hoping to learn today?

Our Focus on Recovery Planning

Planning for City of Boston

- Drafting health & social services recovery plan
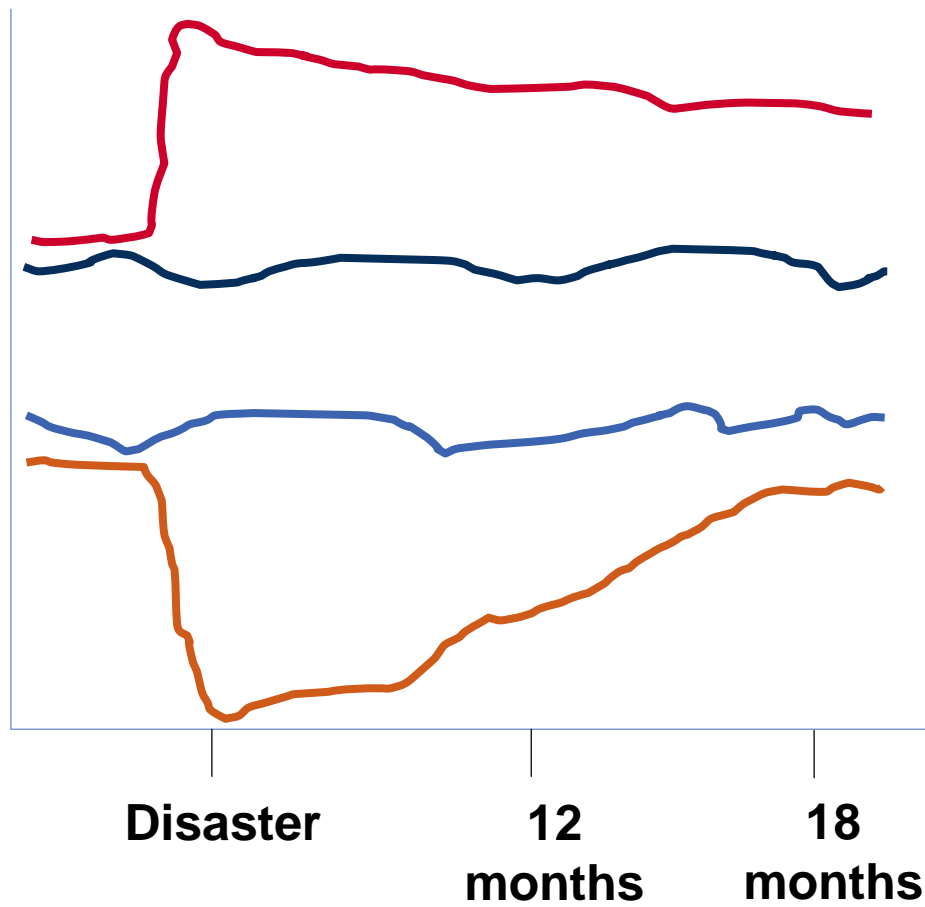- Community engagement

Instructor-Led Training

- 4-week course for public health & healthcare in Massachusetts
- Delivering 3rd pilot in May 2019

"All disasters begin and end locally."

- Community health needs increase
- Disparities and unequal access to healthcare are likely
- Communities will lead the way

Vulnerable Population Needs and HSO Capacity

Post-disaster needs of vulnerable populations

Routine needs of vulnerable populations

Routine capacity of HSO's

Post-disaster capacity of HSO's

Disaster   **12 months**   **18 months**

National Center for
Disaster Preparedness
EARTH INSTITUTE | COLUMBIA UNIVERSITY

What is Recovery, Anyway?

Definitions of Recovery

A Healthy Community

"A healthy community is one in which a diverse group of stakeholders collaborate to use their expertise and local knowledge to create a community that is socially and physically conducive to health. Community members are empowered and civically engaged, assuring that all local policies consider health. The community has the capacity to identify, address, and evaluate their own health concerns on an ongoing basis, using data to guide and benchmark efforts. As a result, **a healthy community is safe, economically secure, and environmentally sound, as all residents have equal access to high quality educational and employment opportunities, transportation and housing options, prevention and healthcare services, and healthy food and physical activity opportunities**."

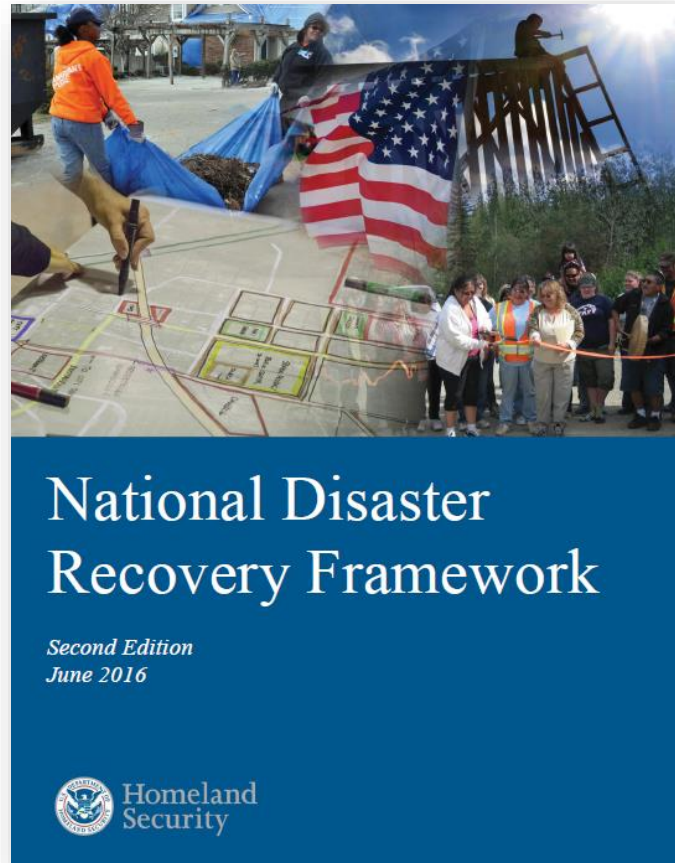-National Network of Public Health Institutes

Our Focus

- "Bounce forward"
- Focus on **people** and **health**
- Community-centric process
- Leverage and strengthen social networks
- Maintain equitable access to healthcare

Recovery = **Mitigation** = **Community Partnerships**

Guidance & Frameworks

Key Documents: FEMA

Core Capabilities: Recovery

National Disaster Recovery Framework
Second Edition
June 2016

Homeland Security

- Planning
- Public Information and Warning
- Operational Coordination
- (Community Resilience)*
- Economic Recovery
- Health and Social Services
- Housing
- Natural and Cultural Resources

Key Documents: FEMA

Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents

FEBRUARY 2015

FEMA

Pre-Disaster Recovery Planning Guide for Local Governments

February 2017

FEMA

FEMA Publication FD 008-03

Form a Collaborative Planning Team
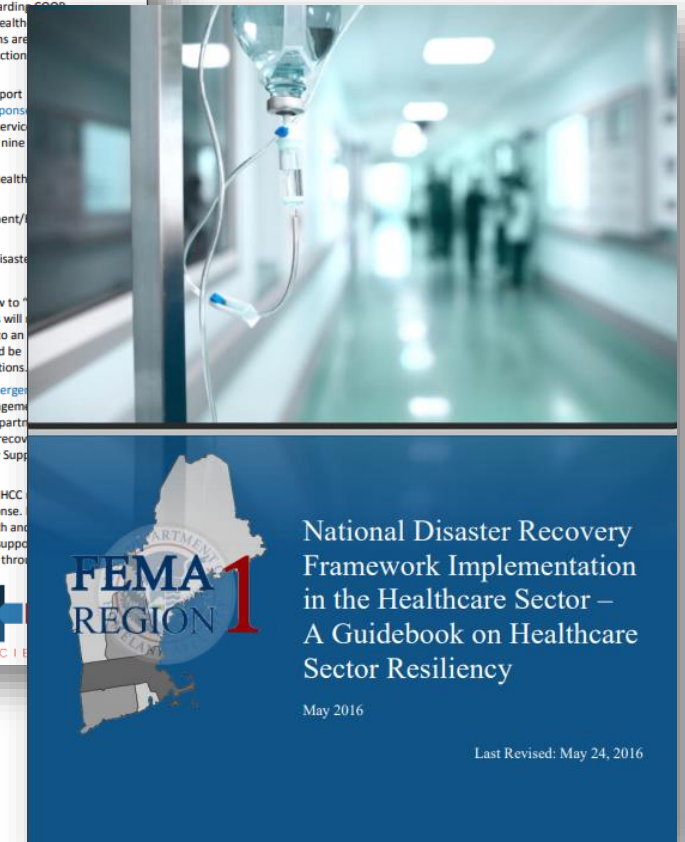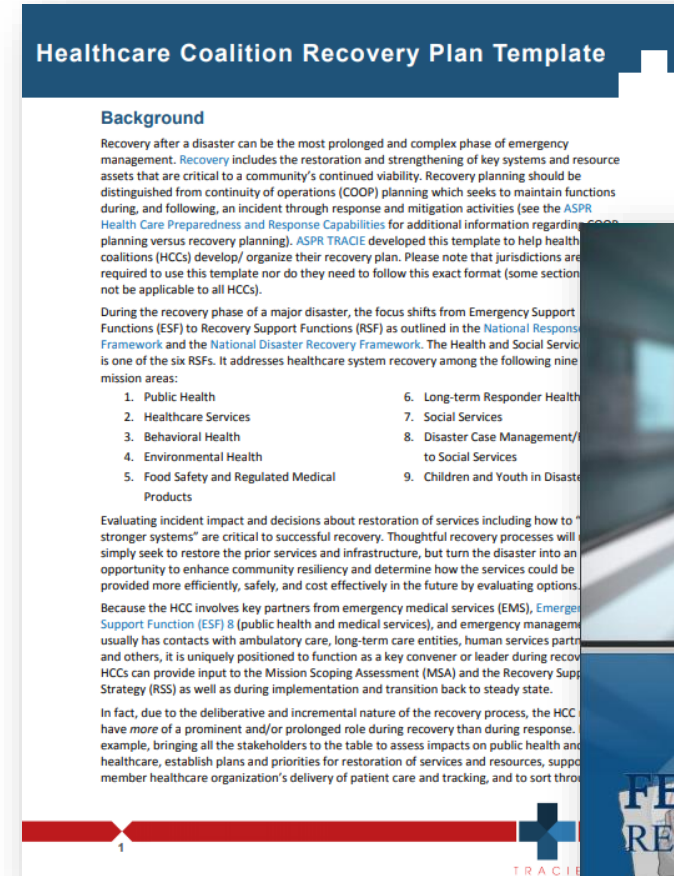
Understand the Situation
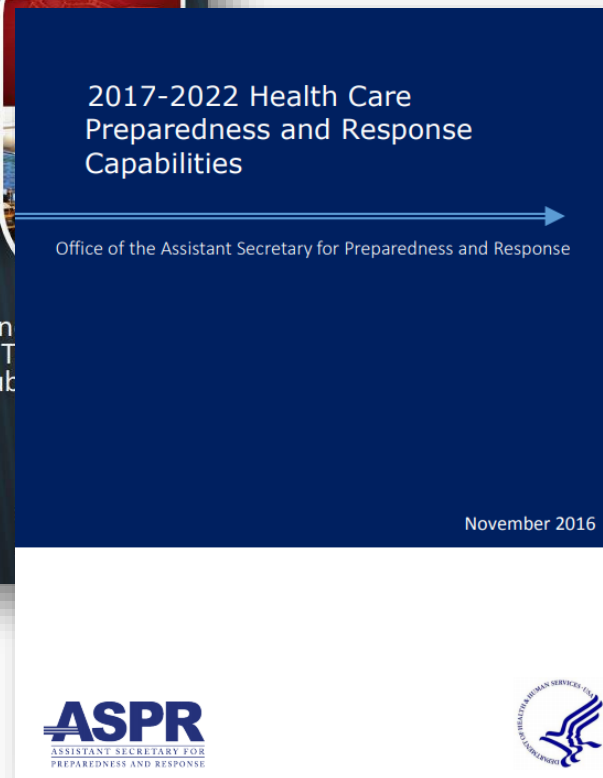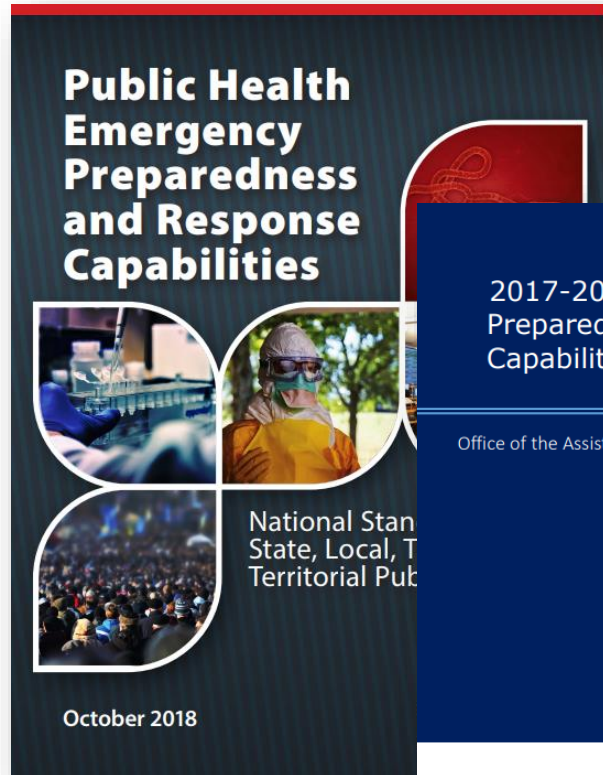
Determine Goals and Objectives

Develop the Plan

Prepare, Review, and Approve the Plan

Implement and Maintain the Plan

Key Documents: PH & Healthcare

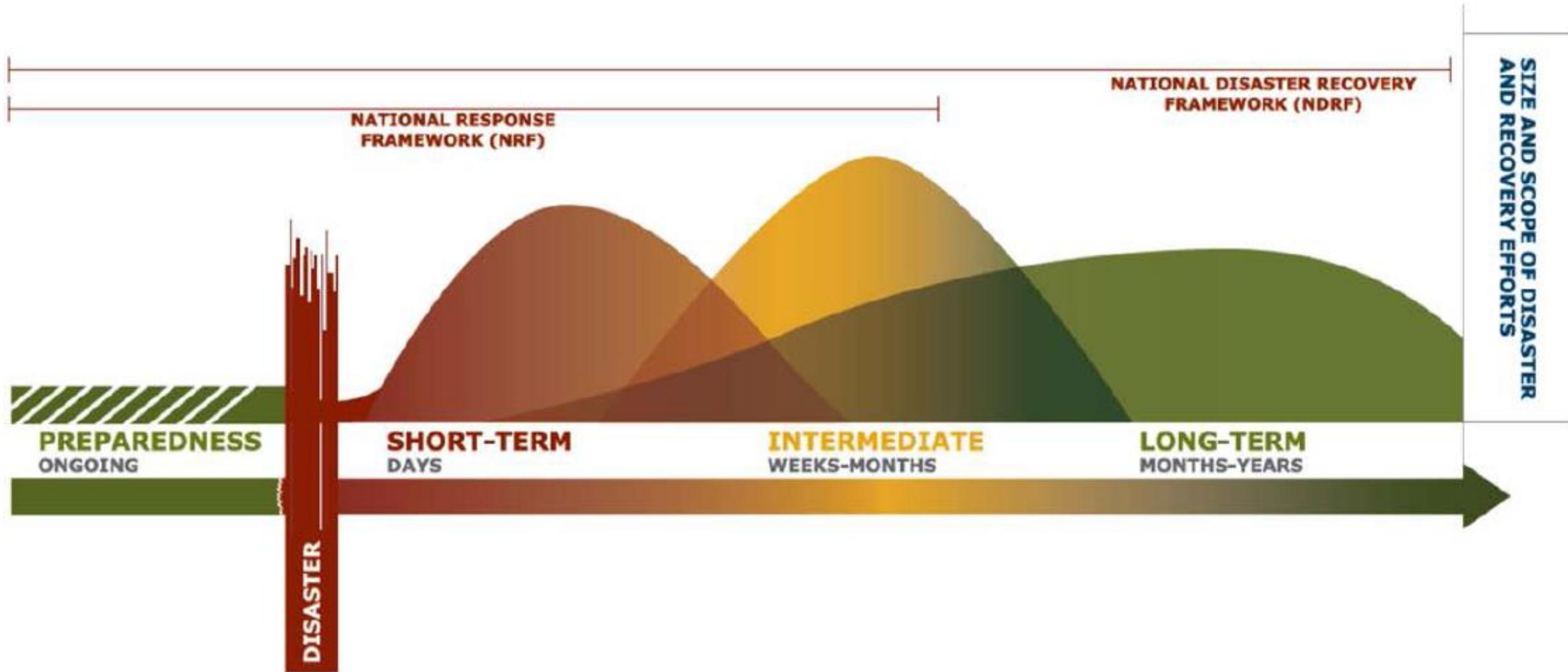**Public Health Emergency Preparedness and Response Capabilities**

National Stan...
State, Local, T...
Territorial Pub...

October 2018

2017-2022 Health Care Preparedness and Response Capabilities

Office of the Assistant Secretary for Preparedness and Response

November 2016

ASPR
ASSISTANT SECRETARY FOR
PREPAREDNESS AND RESPONSE

Healthcare Coalition Recovery Plan Template

Background

Recovery after a disaster can be the most prolonged and complex phase of emergency management. Recovery includes the restoration and strengthening of key systems and resource assets that are critical to a community's continued viability. Recovery planning should be distinguished from continuity of operations (COOP) planning which seeks to maintain functions during, and following, an incident through response and mitigation activities (see the ASPR Health Care Preparedness and Response Capabilities for additional information regarding COOP planning versus recovery planning). ASPR TRACIE developed this template to help health... coalitions (HCCs) develop/ organize their recovery plan. Please note that jurisdictions are required to use this template nor do they need to follow this exact format (some section... not be applicable to all HCCs).

During the recovery phase of a major disaster, the focus shifts from Emergency Support Functions (ESF) to Recovery Support Functions (RSF) as outlined in the National Response Framework and the National Disaster Recovery Framework. The Health and Social Service... is one of the six RSFs. It addresses healthcare system recovery among the following nine... mission areas:

1. Public Health
2. Healthcare Services
3. Behavioral Health
4. Environmental Health
5. Food Safety and Regulated Medical Products
6. Long-term Responder Health
7. Social Services
8. Disaster Case Management/... to Social Services
9. Children and Youth in Disaste...

Evaluating incident impact and decisions about restoration of services including how to "... stronger systems" are critical to successful recovery. Thoughtful recovery processes will... simply seek to restore the prior services and infrastructure, but turn the disaster into an... opportunity to enhance community resiliency and determine how the services could be... provided more efficiently, safely, and cost effectively in the future by evaluating options.

Because the HCC involves key partners from emergency medical services (EMS), Emergen... Support Function (ESF) 8 (public health and medical services), and emergency managem... usually has contacts with ambulatory care, long-term care entities, human services partn... and others, it is uniquely positioned to function as a key convener or leader during recov... HCCs can provide input to the Mission Scoping Assessment (MSA) and the Recovery Supp... Strategy (RSS) as well as during implementation and transition back to steady state.

In fact, due to the deliberative and incremental nature of the recovery process, the HCC... have *more* of a prominent and/or prolonged role during recovery than during response.... example, bringing all the stakeholders to the table to assess impacts on public health an... healthcare, establish plans and priorities for restoration of services and resources, suppo... member healthcare organization's delivery of patient care and tracking, and to sort thro...

1

TRACI...

FEMA
REGION 1

National Disaster Recovery Framework Implementation in the Healthcare Sector – A Guidebook on Healthcare Sector Resiliency

May 2016

Last Revised: May 24, 2016

Key Documents: PH & Healthcare

Healthy, Resilient, and Sustainable

COMMUNITIES

AFTER DISASTERS

Strategies, Opportunities, and
Planning for Recovery

INSTITUTE OF MEDICINE
OF THE NATIONAL ACADEMIES

EMERGENCY
PREPAREDNESS
BUREAU

HARVARD | SCHOOL OF PUBLIC HEALTH
Emergency Preparedness and Response
Exercise Program

**Essential Functions and
Considerations for Hospital Recovery**

Harvard School of Public Health
Emergency Preparedness and Response Exercise Program
September 2013

Phases of Recovery

The Recovery Continuum

Source: FEMA National Disaster Recovery Framework (NDRF), p. 5

Enhanced Recovery Coordination Timeline

Source: FEMA Incident Management Handbook, p. 4-24

Roles in Recovery

Across Disciplines & Levels of Government

Federal Disaster Recovery Coordinator (FDRC)

Photo by Christopher Mardorf

Photo by Christopher Mardorf

Use of ICS in Recovery: Federal Level

Source: FEMA Incident Management Handbook

HHS Role

Coordinating agency for the **Health and Social Services** RSF, with objectives to:

- **Complete assessment of community health and social service needs**, prioritize those needs, and develop a comprehensive recovery timeline

- Restore health care, public health, and social services functions

- Improve the resilience and sustainability of the health care system and social service capabilities
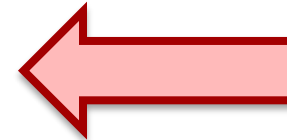
FEMA's Mission Scoping Assessment (MSA)

HHS Role: 9 Core Mission Areas

Public Health	Healthcare Service	Behavioral Health
Environmental Health	Food Safety & Regulated Medical Products	Long-term Health Issues Specific to Responders
Social Services	Referral to Social Services/Disaster Case Management	Children in Disasters

Local Level Roles

Local Public Health

Healthcare Coalitions

Local EMA

Healthcare Organizations

Non-Governmental Organizations

Community Organization Role

369 organizations were asked why they provided disaster recovery services after Hurricane Sandy*:

It's our core mission

7%

24%

63%

Target population was severely affected

It's part of our emergency plan

*Acosta et al (2018)
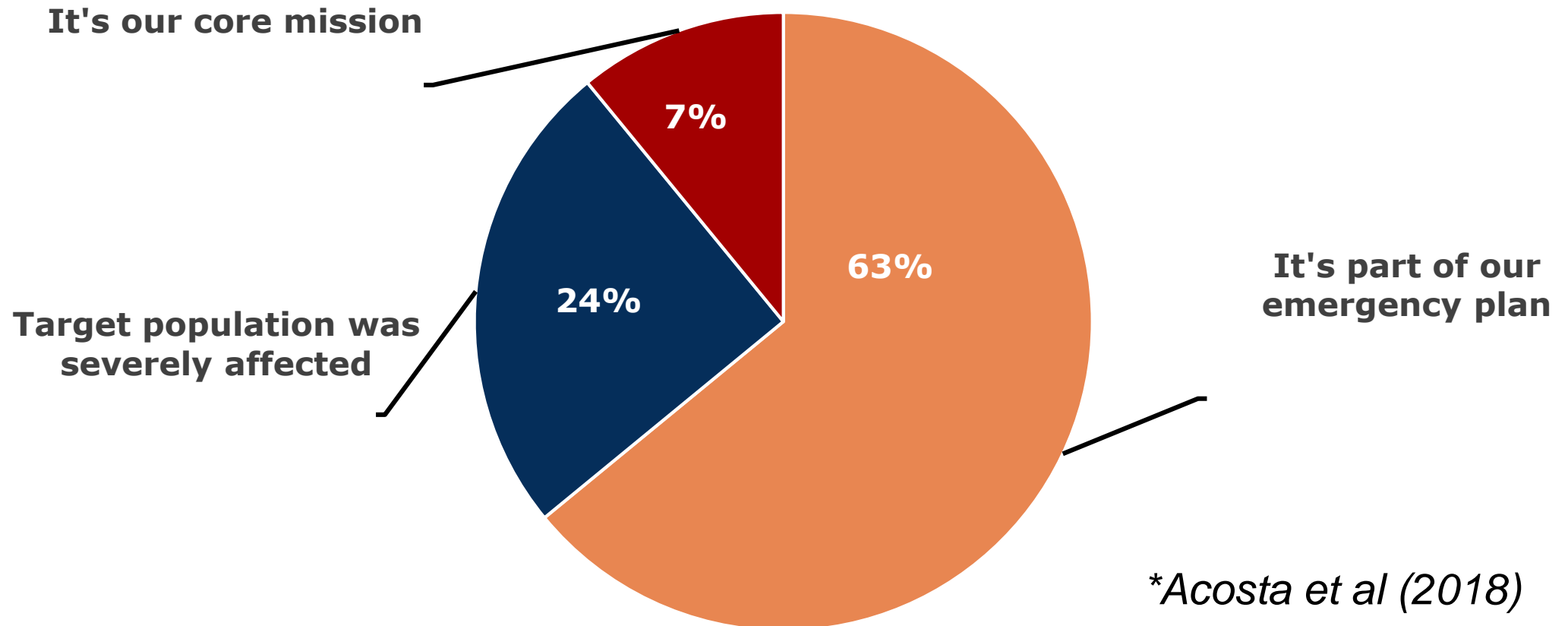
Long-Term Recovery Groups

"One significant mechanism used for coordination by NGOs that focus on local disaster recovery is the establishment of a long-term recovery group. If one does not exist, **the local government needs to be a proponent to establish such an organization** and then define the coordination points."

Coordination with NGO's & VOADs

Figure 9 Post-disaster Local Planning Structure

Source: FEMA Pre-Disaster Planning Guide for Local Governments
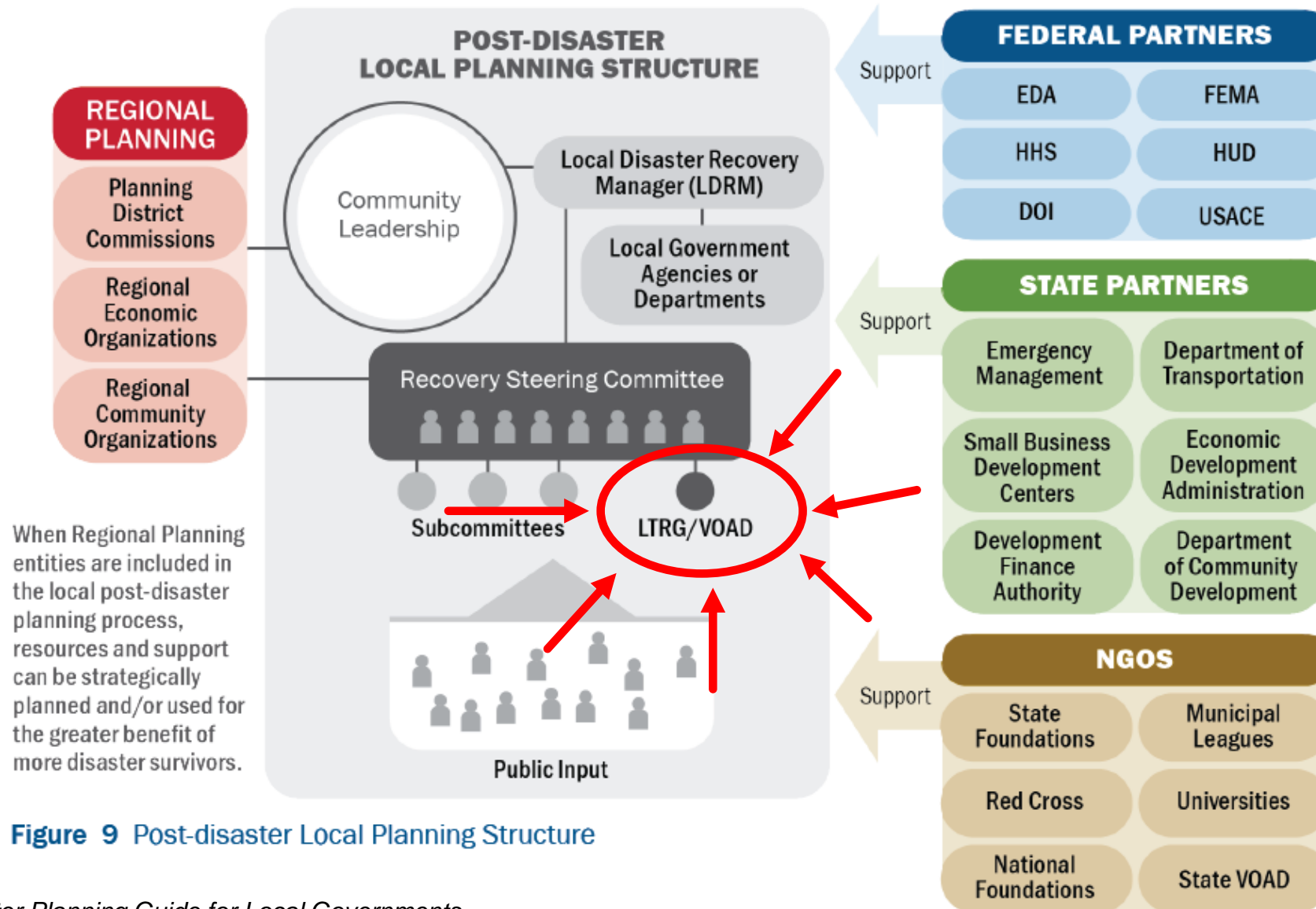
Local Public Health Role

Goal: To "bounce forward"

EARLY RECOVERY

- Shared communication effort about health risks of the disaster

- Assessments of community health and social service needs

- Delivering public health services to meet post-disaster needs of the community

- Reestablishing critical public health infrastructure

- Providing support to impacted health care delivery systems

LONG-TERM RECOVERY

- Continual community engagement and assessment

- Protect resident's long term health

- Facilitating health-informed recovery decision making through data

- Engaging in health-informed community rebuilding and redevelopment planning

Adapted from "Healthy, Resilient, and Sustainable Communities After Disasters: Strategies, Opportunities, and Planning for Recovery"

Healthcare Role

EARLY RECOVERY

- Ensure access:
  - Availability of pharmaceuticals
  - Utilize mobile services

- Ensure comprehensive care needs are met, e.g.
  - social services
  - behavioral health

LONG-TERM RECOVERY

- Conduct community health needs assessments

- Data-driven decisions

- Engage stakeholders, community leaders

- Improve quality, fill pre-existing gaps in healthcare capacity

Adapted from "Healthy, Resilient, and Sustainable Communities After Disasters: Strategies, Opportunities, and Planning for Recovery"

Based on the scenario given, **what would your public health agency's role be in leading & supporting the long-term recovery?**

- Break into groups of ~4 people

- Answer the question

How To Plan For Recovery

Putting the right plans in place now

Pre-Disaster Recovery Planning: First Steps

- Co-define your agency's role in recovery
- Review plans related to recovery, such as:
  - Mitigation plans
  - Community Health Needs Assessment (CHNA)
  - Community Health Improvement Plan (CHIP)
  - Community Resilience plans
- Deepen/establish partnerships needed for recovery
  - Community groups working on health & resilience
  - Coalition, HHS and EMA partners
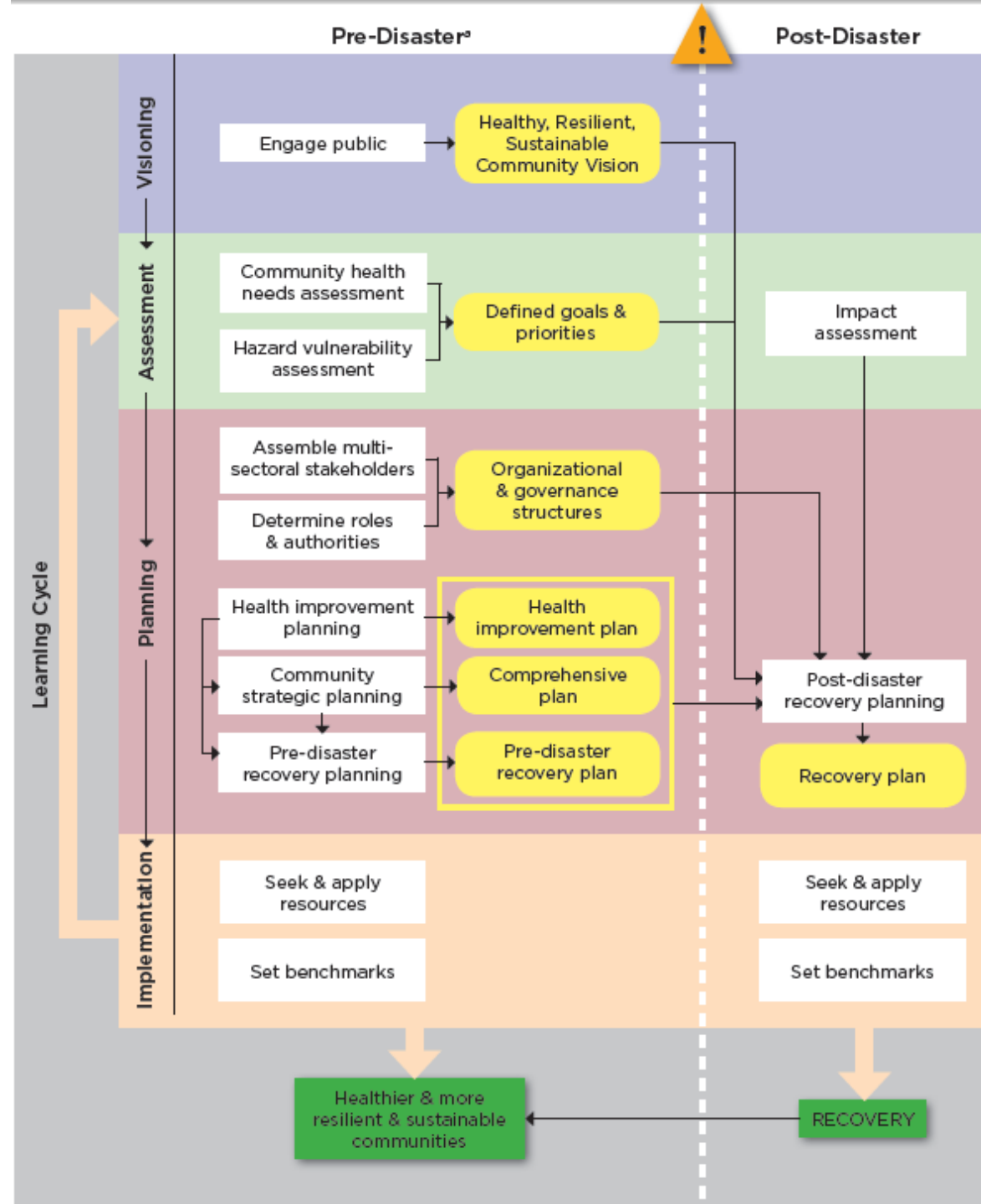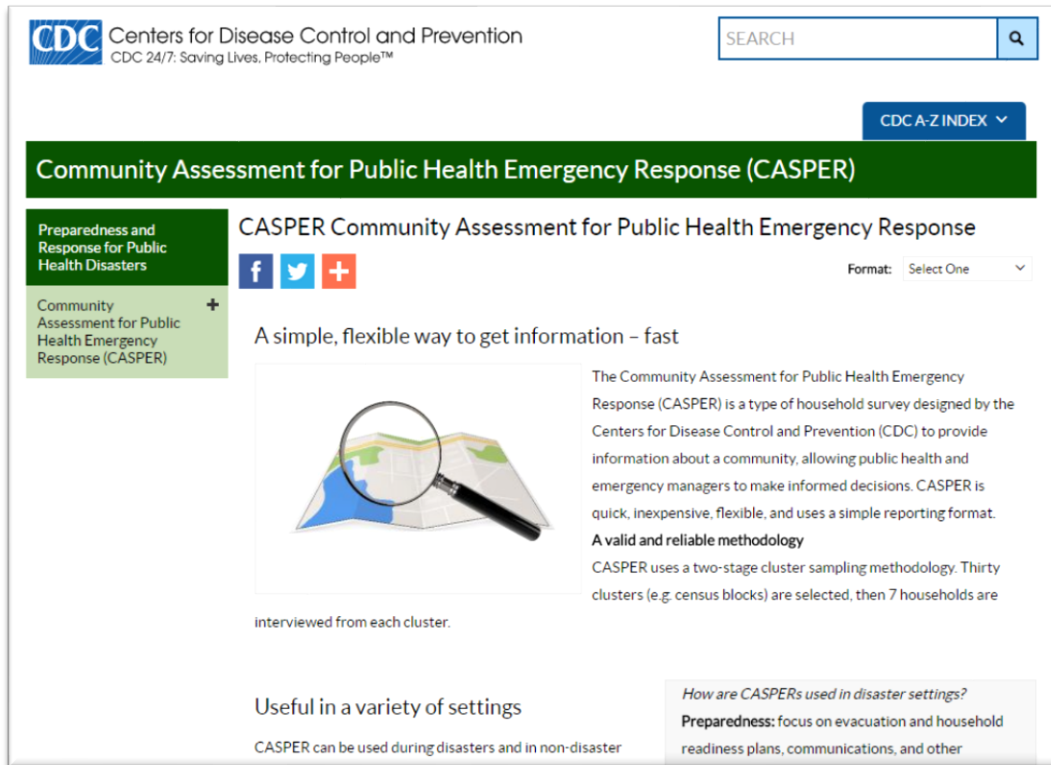
Source: "Healthy, Resilient, and Sustainable Communities After Disasters: Strategies, Opportunities, and Planning for Recovery"

Assessment

- Community health needs assessment
- Hazard vulnerability assessment

→ Defined goals & priorities

Impact assessment

Planning

- Assemble multi-sectoral stakeholders
- Determine roles & authorities

→ Organizational & governance structures

- Health improvement planning → Health improvement plan
- Community strategic planning → Comprehensive plan
- Pre-disaster recovery planning → Pre-disaster recovery plan

Post-disaster recovery planning

Recovery plan
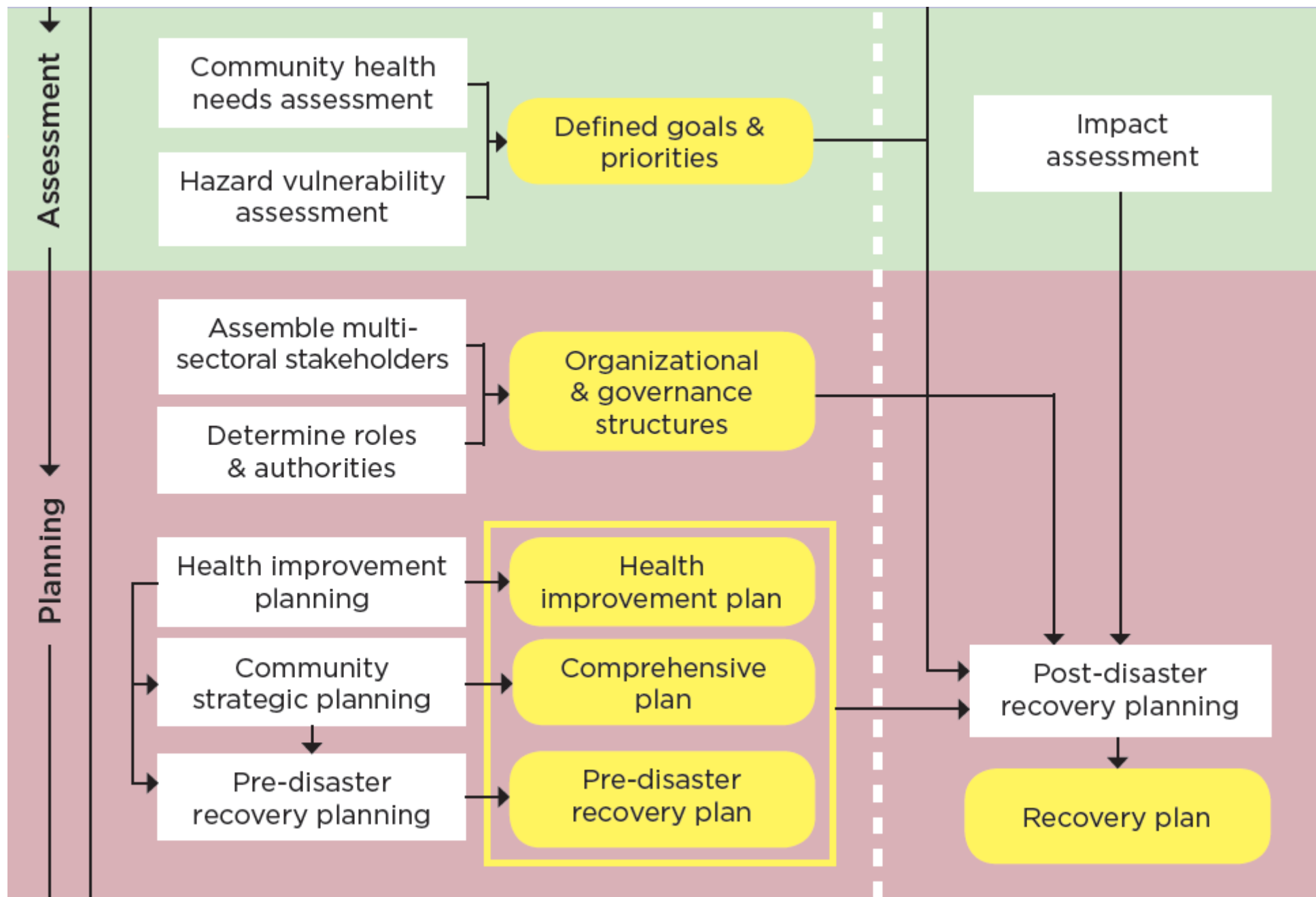
Outcome = Healthier & more resilient & sustainable communities

Conducting Needs Assessments
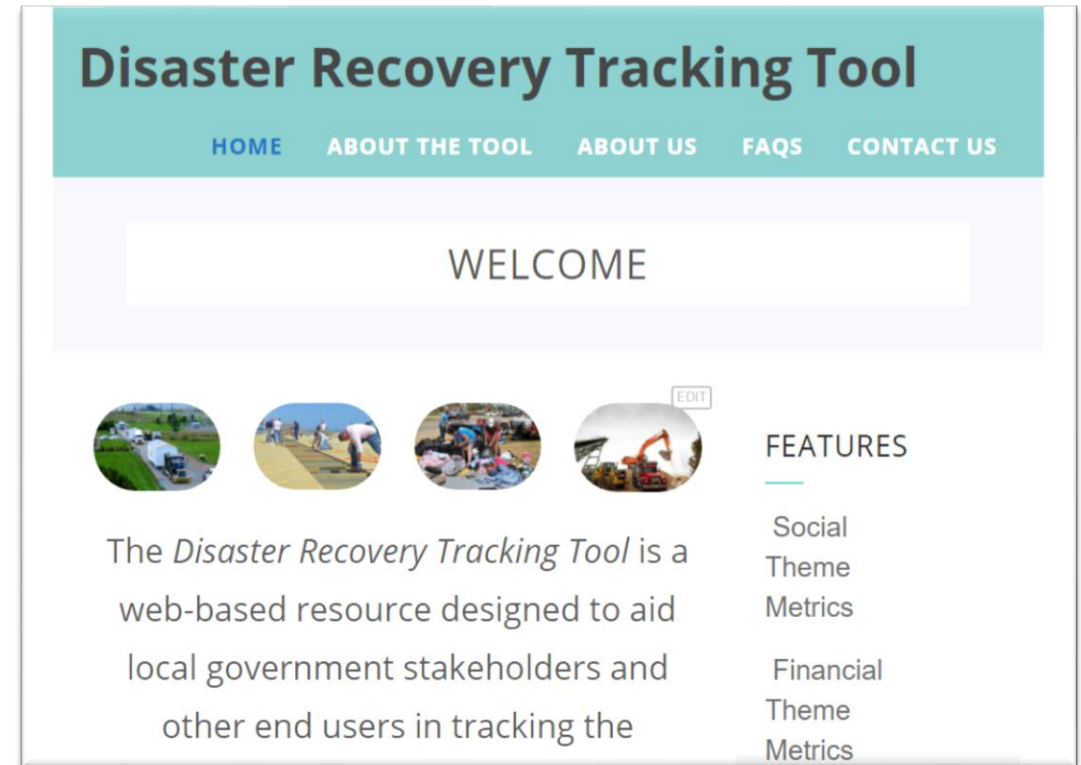
Community Assessment for Public Health Emergency Response (CASPER)

Disaster Recovery Tracking Tool

Process of POST-Disaster Recovery Planning

- Activate recovery position(s)
- Refer to pre-disaster plan and refine recovery objectives
    - Refer to existing mitigation plans
- Conduct assessments
- Develop post-disaster recovery plan
- Execute post-disaster plan
    - Capture information to incorporate into future mitigation plans

What's in a Recovery Plan?

A Plan Can Take Many Forms...

- Agency-specific or community-wide?
  - Public health has to address both
- Type of plan depends on local jurisdiction, e.g.:
  - Annex to public health EOP
  - Annex to city/town CEMP

What's in a Pre-Disaster Recovery Plan?

Introduction
- Plan purpose
- Hazards, risks, exposures, vulnerabilities
- Mitigation plans

Recovery Leadership
- Recovery Leadership
- Recovery Authorities

Recovery Functions and Operations
- **Engagement of Partners**
- Activation of Personnel
- Communication guidelines
- **Assessment and data gathering**
- Organizational Chart
- Timelines
- Roles & Responsibilities

Recovery Implementation
- Priorities and policy alternatives
- Funding strategies
- Transition to steady state

Source: FEMA Pre-Disaster Recovery planning Guide, Appendix E; ASPR TRACIE template

NACCHO Toolbox

- Plans from other jurisdictions

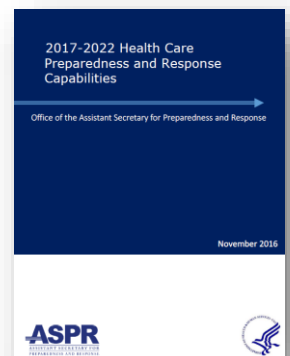- Local Public Health Recovery: An Operational Tool Focused on the Local Role in the Recovery Process

Your Organizational Recovery Plan

Conducting Damage Assessment for Your Organization

- Prioritize recovery activities

- Apply for reimbursement

- Reassess to monitor and track progress

- Share results to plan with partners

Organizational Recovery Capabilities

Planning

Incident Command
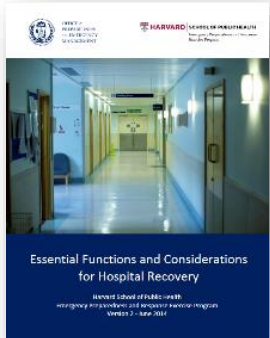
Communications

Resource Management

Service Delivery

Staffing

Safety & Security

Behavioral Health

Financial & Legal

Volunteer & Donations Management

Essential Functions and Considerations
for Hospital Recovery

Supporting Community Recovery

Planning to support community recovery with a focus on health

Community Recovery: Core Capabilities

Planning

Public Information and Warning

Operational Coordination

(Community Resilience)*

Economic Recovery

Health and Social Services

Housing

Natural and Cultural Resources

FEMA

HHS Recovery Support Function: 9 Core Mission Areas

|		
Public Health	Healthcare Service	Behavioral Health
Environmental Health	Food Safety & Regulated Medical Products	Long-term Health Issues Specific to Responders
Social Services	Referral to Social Services/Disaster Case Management	Children in Disasters

Recovery in action: Boston Marathon Bombing

Top Needs and Services Requested

1. Mental Health Referral
2. Victim Compensation
3. Benefit Information
4. Financial
5. Transportation
6. Health Insurance
7. Legal Assistance
8. Provision of Medications
9. Support Groups
10. Crisis Intervention
11. Lodging
12. Therapy Dogs
13. Unemployment Benefits
14. Workers' Compensation
15. Relocation Assistance
16. Housing Modification

Who do we need to collaborate with?

"…the establishment of an overarching multistakeholder coordination structure and may provide a means of **integrating existing health-related community collaborations into a recovery governance structure**…"

Figure 9 Post-disaster Local Planning Structure
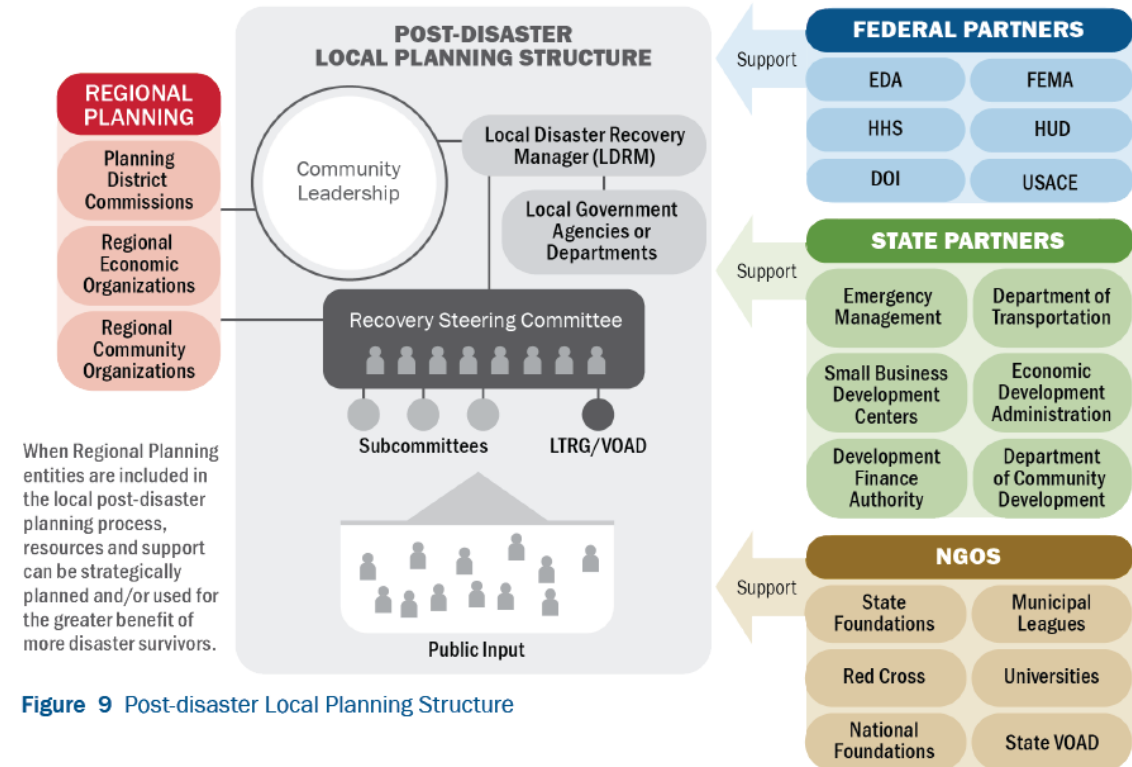
Collaborations for Community Recovery

- What agencies and organizations do you need to coordinate and collaborate with to execute a post-disaster recovery planning process that addresses your community's health and social service needs?

- What community collaborations or other governance structures already exist that can be used or built upon?

Conclusion

Summary

Guidance

Roles

Planning Process

Plan Contents

Discussion

What is one thing you need to do now to advance your recovery planning?

Suggested Next Steps

1. Define your agency's role in recovery
2. Meet with key partners in recovery planning
   - Departments within your own organization
   - Health Care Coalition
   - Community-based organizations
   - Local EMA/OEM
3. Layout the contents of your recovery plan/annex
4. Determine how you will conduct assessments

Recommended Resources

- FEMA Pre-Disaster Recovery Planning Guide for Local Governments

- IOM Report

  https://www.nap.edu/catalog/18996/healthy-resilient-and-sustainable-communities-after-disasters-strategies-opportunities-and

- ASPR TRACIE topic collection
  https://asprtracie.hhs.gov/technical-resources/18/recovery-planning/16

- NACCHO Toolbox

Contribute now!

Help us write this course!

- Email us your content & resources ideas
  - To: delvalle@bphc.org
  - Subject line: "NACCHO Recovery Planning"
  - Include your contact information (name, org, title)
- We'll share the curriculum with you

Thank you for participating

For further questions or comments, please contact:

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