



This document outlines the response expectations for Access and Functional Need (AFN) operations during an emergency, and serves as a Support Annex to the Yolo County Emergency Operations Plan

Yolo County Access and Functional Needs (AFN) Annex

Support Annex to local
Emergency Operations Plan

Version 1.0

December 2024

PROMULGATION

This Emergency Support Function Annex to the County of Yolo Emergency Operations Plan describes how Yolo County will manage an emergency incident or disaster mitigation, preparedness, response, and restoration related to this Emergency Support Function. All Primary and Support agencies identified as having assigned responsibilities in this Emergency Support Function shall perform the emergency tasks described, including preparing and maintaining Standard Operating Guidelines and Procedures and carrying out the training, exercises, and plan maintenance needed to support the plan.

This Emergency Annex plan was developed using the Comprehensive Planning Guide 101 version 3 from the Federal Emergency Management Agency and California's emergency planning guidance documents. Adoption will occur following the established maintenance schedule; however, the plan may be modified in the interim without prior approval and formal adoption under the direction of the Director of Emergency Operations. The revised plan will be relayed digitally to all Primary and Support agencies with assigned responsibilities in this Emergency Support Function. The Primary assigned agency will coordinate the review and update of the plan with the Support agencies as needed at least every three years. This Emergency Support Function plan supersedes any previous versions.

This Emergency Support Function Annex applies to Primary and Support agencies within Yolo County who are assigned responsibilities by Emergency Support Function of the All-Hazard Emergency Operations Plan and identified within the Emergency Support Function Annex.

This plan replaces previous annexes of the same or similar title.

The County of Yolo Board of Supervisors chairperson will formally promulgate this annex. The County Ordinance empowers the County Board of Supervisors to review and approve emergency and mutual aid plans.

Lucas Frerichs
Chair of the Board of Supervisors

Date:

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SECTION 1.0: INTRODUCTION

Disasters can intensify existing vulnerabilities and create new ones. An essential part of supporting the Whole Community is planning, preparing, and providing for the needs of people with access and functional needs- including people with disabilities, the multi-lingual community, older adults, children the unhoused community, people with limited finances, people without transportation, and people who are pregnant – as part of emergency services. Instead of creating a list of disabilities and access and functional needs and running the risk of excluding a vulnerable population, the Yolo County Office of Emergency Services (OES) uses the function-based approach known as Communication, Maintaining Health, Independence, Safety, Support Services and Self Determination and Transportation (CMIST, pronounced “sea mist”) Framework to integrate the needs of the Whole Community in all aspects of emergency services. The CMIST Framework¹ is a five (5) function-based tool for identifying needs of individuals that should be considered in planning for, responding to, and recovering from a disaster or emergency, including needs identified by Federal and State law.

Considerations for AFN populations include equitable accessibility to notification, alert and warning; evacuation and transportation needs; accessible care and sheltering; first aid and medical service; and other general support services. All considerations should be integrated throughout the Yolo County Emergency Operations Plan, as well as the supporting and functional annexes.

1.1 PURPOSE

This Access and Functional Needs (AFN) document is an annex to Yolo County’s Emergency Operations Plan (EOP) which provides an overview of the County’s policies with respect to emergency planning and coordination of services for community members with access and functional needs. This annex also provides a description of the AFN Unit Leader, agency checklists, functions, roles and responsibilities, and overall coordination of services guidelines for community members with access and functional needs. The AFN Annex describes the actions, roles, and responsibilities of organizations and entities that will provide services before, during, and after an emergency, and how the County will coordinate with those entities. This annex addresses Emergency Support Functions (ESF) checklists specific to the Emergency Operations Center (EOC). It is important to note that specific actions are described in each functional annex and in the respective agency plans and Standard Operating Procedures (SOPs).

This Annex was developed as a functional support document to the Yolo County Emergency Operations Plan (EOP); and is consistent with the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). It is coordinated with the State’s emergency plan, compliant with the recommendations from the Comprehensive Preparedness Guidance (CPG) 101 v. 2.0 and is applicable to all locations and to all agencies, organizations, and personnel with evacuation and access and functional needs function

¹ CMIST Framework Examples of Individuals with Access and Functional Needs:
https://www.cdc.gov/readiness/media/pdfs/CDC_Access_and_Functional_Needs_Toolkit_March2021.pdf

responsibilities within the Yolo Operational Area (YOA). The YOA has six (6) jurisdictions (four incorporated cities, one unincorporated area, and one Tribal nation), as well as numerous special districts, state agencies, private, and not-for-profit agencies to collaborate with when coordinating evacuations.

1.2 SCOPE

This annex is intended to coordinate AFN resources before, during, and after a disaster for the Yolo County Operational Area. Each of the specific annexes found in the EOP includes detailed information regarding access and functional needs considerations that are respective to that annex's function and integrates cultural competence as defined by California Senate Bill 160. This annex provides the following information:

- **Alert and Warning/Public Information.** This includes how to communicate via multiple channels, languages, and means to reach the whole community, including people who have blindness or low vision and/or people who are Deaf or hard of hearing, before, during, and after a disaster.
- **Evacuation.** This includes the transportation and evacuation of those with access or functional needs to designated shelter areas.
- **Care and Shelter.** This includes considerations for accessibility of all shelter(s) during disaster shelter operations.
- **Specialized Resources.** This includes tables and information related to the specific needs and resources for those with access and functional needs and involves coordination with various private, non-profit, and non-governmental organizations.

1.3 POLICY

It is the policy of Yolo County to develop plans and procedures to support the needs of all citizens and visitors to the County, including those with access and functional needs. The County will use local resources to every extent possible before requesting outside assistance through the mutual aid system. The County is responsible for planning and preparing to meet the needs of the access and functional needs community during disaster operations and will make every effort to ensure the needs of the Whole Community are met.

All persons with access and functional needs should be afforded equal access to a shelter. In cases where an evacuee arrives with assistive devices and is otherwise independent, shelter staff need only offer assistance as necessary or when requested. In other cases, it may be helpful for a public health department representative to assist with identifying a reasonable accommodation.

SECTION 2.0: PLANNING ASSUMPTIONS AND CONSIDERATIONS

The Yolo County Office of Emergency Services (OES) is the primary agency responsible for the inclusion of Access and Functional Needs (AFN) considerations in the Yolo County Emergency Operations Plan (EOP) and supporting annexes with assistance of lead County departments and community organizations. OES is responsible for the unincorporated areas of the County and the cities are responsible within their spheres of influence to address the needs of the AFN community before, during and after a disaster.

The Yolo County OES Access and Functional Needs Unit Leader will have a seat in the County Emergency Operations Center (EOC) Mass Care and Shelter Branch to assist with planning for and implementing care and shelter operations related to individuals with disabilities and others with access and functional needs. The AFN Unit Leader will ensure that equipment and services are provided for individuals with disabilities and others with access and functional needs at shelter facilities, temporary evacuation points, reception and mass care centers, while ensuring that equipment and services are focused on maintaining health, support, safety, and independence.

The AFN Unit Leader is also responsible for collaborations and partnerships with functional needs stakeholders (e.g., community and faith-based organizations and other non-profit organizations) to build community resources capacity for preparedness, response, recovery and mitigation. Mutual-Aid Agreements and Memorandums of Understanding (MOA/MOU) with agencies, organizations and neighboring jurisdictions may provide additional emergency capacity resources. Because some members of the access and functional needs community evacuate without or become separated from the durable medical supplies and specialized equipment they need (i.e., wheelchairs, walkers, telephones, and other communication aids etc.) for life activities, every reasonable effort should be made by emergency managers and shelter providers to ensure these durable medical supplies are made available or made accessible to community members. Additional key components highlighted in this annex will be covered in more detail in each of the respective Functional and Hazard annexes.

2.1 ACCESS AND FUNCTIONAL NEEDS IN YOLO COUNTY

According to the 2022 U.S. Census data, Yolo County's population consists of 222,115 people, of which 4.6% are children under 5 years of age, 19.5% are minors under 18 years of age, 13.5% are seniors aged 65 years of age or greater, 7.0% are individuals who have a disability and are under 65 years of age, 36.1% people who speak a language other than English at home, and 16.1% live in poverty². In addition, Cal OES developed the interactive California Access and Functional Needs Census Summary, which provides the following AFN breakdown

² Please note that the U.S. Census data are estimates and may vary from year to year due to sample data, and thus have sampling errors that may render some apparent differences between geographies statistically indistinguishable.

for Yolo County based on a 2019 population estimate of 217,352, and 2015 population for non-English languages spoken at home.

Table 1.0: Yolo County, U.S. Census Data

Disability Breakdown: (9.5% of Yolo residents have one or more disabilities)	Top 5 Non-English-Speaking Languages Spoken at Home
Hearing Difficulty: 2.95%	Spanish: 20.08%
Vision Difficulty: 48.14%	Chinese: 3.67%
Cognitive Difficulty: 3.41%	Russian: 1.46%
Ambulatory Difficulty: 4.4%	Another Indic Language: 1.06%
Self-Care Difficulty: 1.56%	Vietnamese: 0.84%
Independent Living Difficulty: 3.41%	Hindi: 0.79%

These numbers demonstrate the need for additional application for alert and warning, transportation and evacuation, and care and sheltering. Community resources such as interpreters, health care personnel and housing managers will be needed to assist members of the AFN community and emergency personnel who require their assistance. Continuous collaboration and partnerships with AFN stakeholders (e.g., community and faith-based organizations, and non-profit organizations) will build community resource capacity for preparedness, response, recovery, and mitigation.

Note: Every reasonable effort should be made by Mass Care & Shelter annex personnel and shelter providers to ensure durable medical equipment such as wheelchairs, wheelchair accessible showers, walkers, crutches, hemodialysis equipment, and etc., are made available or are made accessible to community members. Most individuals with access and functional needs consider their mobility devices as part of their body and every effort should be made to evacuate individuals with their mobility devices. If this is not possible, Mass Care & Shelter annex personnel should anticipate and plan to provide these resources to those individuals.

2.2 DEFINING “DISABILITY” AND “ACCESS AND FUNCTIONAL NEEDS”

The Americans with Disabilities Act (ADA) of 1990 defines an individual with a disability as a “person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such an impairment.”

1. The ADA expands the civil rights requirements contained in the Rehabilitation Act of 1973, which prohibited discrimination against people with disabilities by federal agencies and federally funded programs. The Americans with Disabilities Act of 1990 built on that foundation, making sure that the protections afforded at the federal level were extended to the programs and services of state and local governments and other public entities.
2. The ADA requires accessible transportation, public accommodations, communications and access to state and local government programs and services. When a disaster happens, many systems are impacted including housing, transportation, public

accommodations, communications, and health care. Access to vital government program and services may be limited during a disaster.

3. The ADA addresses the need to include access and accommodations in all aspects of emergency preparedness, response, and recovery for people with disabilities. For example, emergency operations plan must include accessible transportation to support evacuation of people with disabilities.
4. It is important to modify policies, practices and procedures and to provide accommodations to enable people with disabilities to stay with their families or support network in integrated shelters.
5. People who are blind or have low vision can access emergency management and disaster related communications and materials in alternative formats, i.e., Braille, large print, and audio.

ADA Amendments Act (ADAAA) of 2008, Section 3 and 4 definition of disability:

- **Section 3, Definition of Disability:**

1. Disability – The term “disability” means, with respect to an individual:
 - A physical or mental impairment that substantially limits one or more major life activities of such individual;
 - A record of such an impairment; or
 - Being regarded as having such an impairment.
2. Major Life Activities:
 - In general, major life activities include, but are not limited to, caring for oneself, performing manual tasks, seeing, hearing, eating, sleeping, walking, standing, lifting, bending, speaking, breathing, learning, reading, concentrating, thinking, communicating, and working.
 - Major Bodily Functions: Major life activities also include the operation of a major bodily function, including but not limited to, functions of the immune system, normal cell growth, digestive, bowel, bladder, neurological, brain, respiratory, circulatory, endocrine, and reproductive functions.

- **Section 4, Additional Definitions of Disability:**

1. Auxiliary Aids and Services: The term “auxiliary aids and services” includes
 - Qualified interpreters or other effective methods of making aurally delivered materials available to individuals with hearing impairments;
 - Qualified readers, taped texts, or other effective methods of making visually delivered materials available to individuals with visual impairments;
 - Acquisition or modification of equipment or devices; and
 - Other similar services and actions

For additional ADA Amendments Act (ADAAA) of 2008 information refer to the U.S. Equal Employment Opportunity Commission at www.eeoc.gov/ada-amendments-act2008

FEMA’s Office of Disability Integration and Coordination, which has adopted June Isaacson Kailes’ CMIST framework, defines AFN as follows:

“Persons who 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 response assistance may include those who have disabilities; live in institutionalized settings, are seniors; are children; are from diverse cultures; have limited English proficiency or are non-English speaking; or are transportation disadvantaged.”

<https://www.fema.gov/about/glossary>

California Government Code Section 8593.3 defines Access and Functional Needs as:

“Individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking, older adults, children, people living in institutional settings, or those who are low income, homeless, or transportation disadvantaged, including, but not limited to, those who are dependent on public transit or those who are pregnant.”

This AFN annex aligns with the ADA, FEMA and California Government Code Section 8593.3 access and functional needs definitions.

2.3 CMIST FRAMEWORK: A FUNCTION-BASED APPROACH TO EMERGENCY MANAGEMENT AND PLANNING

Yolo County OES will use the CMIST Framework to integrate vulnerable populations identified in the ADA and Government Code Section 8593.3 into Emergency Services efforts in emergency planning.

Using this framework toolkit, “people with access and functional needs” refer to individuals with and without disabilities, who may need additional assistance because of any temporary or conditions that may limit their ability to act in an emergency. No diagnosis or specific evaluation is needed. These may include but are not limited to:

- Individuals with disabilities
- Individuals with limited English proficiencies
- Individuals with limited access to transportation
- Individuals with limited access to financial resources
- Older adults, and
- Others deemed “at risk” by Pandemic and All Hazards Preparedness and Advancing Innovation Act (PAHPAIA), the Secretary of Health and Human Services, or other.

People with access and functional needs may have needs leading up to, during and after an emergency event in the five functional areas emphasized in CMIST Framework or the Federal Guidance for All-Hazard Planning.

The CMIST Framework has five functional areas emergency managers and planners must consider in order to accommodate people with access and functional needs: Communication;

Maintaining health; Independence; Safety, Support Services, and Self-Determination; and Transportation.

Communication

Communication refers to the ability to access and understand disaster-related messages. Individuals who have limitations that interfere with the receipt of and response to information require that information be provided in ways they can use and understand. They may not be able to hear verbal announcements, see directional signs, or understand how to obtain assistance due to hearing, vision, speech, cognitive, or intellectual limitations and/or limited English proficiency.

Maintaining Health

Maintaining health refers to providing access to equipment, medication, supplies, bathroom facilities, hygiene, nutrition, hydration, adequate rest, and personal assistance, which can mean the difference between maintaining health and decompensation that necessitates medical care. Individuals who are not self-sufficient or who do not have adequate support from caregivers, family, or friends may need assistance managing unstable, terminal, or contagious conditions that require observation and ongoing treatment; managing intravenous therapy, tube feeding, and vital signs, receiving dialysis, oxygen, and suction administration; managing wounds; and operating power dependent equipment to sustain life. These individuals require support from trained medical professionals.

Independence

Independence encompasses supplying programmatic, and communications access, consumable medical supplies, durable medical equipment and complex rehab equipment, and maintaining individuals' access to their service animals, attendants or caregivers that enable them to maintain their independence, and perform activities of daily living, and return to or maintain a pre-disaster level of independence. Individuals requiring support to be independent in daily activities may lose this support during an emergency or a disaster for a short or extended period.

Safety, Support Services, and Self-Determination

Safety, Support Services, and Self-Determination includes those who require support or supervision from others to assess situations, react appropriately, and take required self-protective actions (e.g., young children; individuals with autism, dementia, psychiatric conditions, and/or cognitive disabilities). Before, during, and after an emergency, individuals may lose the support of caregivers, family, or friends or may be unable to cope in a new environment, particularly if they have dementia, Alzheimer's disease, or psychiatric conditions such as schizophrenia or intense anxiety. If separated from their caregivers, young children may be unable to identify themselves, and when in danger, they may lack the cognitive ability to assess the situation and react appropriately.

The individual's safety and support needs should be determined on a case-by-case basis to avoid making assumptions about individuals' capabilities. For example, many people with

severe and persistent mental illness may be able to function well independently, while others require more protective support.

Transportation

Transportation refers to the ability to travel from one place to another safely when roads are blocked or public transportation is unavailable, both for evacuation and also to obtain needed supplies, to safely shelter in place, and for re-entry and recovery. Individuals who cannot drive, who do not have a vehicle, or who don't have a vehicle that can accommodate their medical or mobility equipment may require transportation support to evacuate successfully. This support may include accessible vehicles (e.g., lift-equipped or vehicles suitable for transporting individuals who use oxygen) or information about how and where to access mass transportation during an evacuation.

These definitions demonstrate a shift to the use of a functional model when approaching these issues rather than relying solely on a medical model. Rather than identifying vulnerability based on someone's demographic profile (e.g., being elderly) or diagnosis (e.g., being diabetic), emphasis is put on areas of functional capabilities and needs of a person to maintain health and well-being leading up to, during, and after an emergency. This approach reduces the generalization and stigmatization of population groups and provides Yolo County emergency services stakeholders and staff with clear and actionable information.

2.4 AFN CONSIDERATIONS

In addition to various types of people with functional needs, some may require additional steps for alert and warning, evacuation, care, and shelter operations. The following are Access and Functional Needs considerations:

- Children:
 - May be reluctant to follow instructions from strangers.
 - Should never be separated from an adult caretaker. If alone, they should be provided with a caretaker immediately and have their situation communicated to Child and Youth Services within Health and Human Services Agency.
- People who are Visually Impaired and/or have vision loss:
 - May be highly reluctant to leave familiar surroundings when the request for evacuation comes from a stranger.
 - May have to depend on others to lead them, as well as their pet, to safety during a disaster.
 - May have a combined hearing and vision loss, while others may be Deafblind (i.e., having some degree of loss in both vision and hearing).
 - May use service animals and/or white canes; may read Braille; and may be able to read documents with large print.
 - May use guide dog(s) that could become confused or disoriented in a disaster.
 - May be unable to see a map on TV that shows an evacuation route.
- People who are Hearing Impaired:
 - May need alerting devices (also known as signalers or notification devices) used a loud tone, flashing lights, or vibrations to alert people with hearing loss to various environmental sounds.

- May have hearing aids; not all hearing aid users can hear and understand speech; some wear them to be alerted to environmental sounds.
- May use American Sign Language (ASL), which has a different grammatical structure than English and not all people who are deaf know ASL.
- Because ASL and English are different languages, English literacy rates for people who are deaf and use ASL are much lower than the general population. It is imperative that information in messages and public addresses such as news briefings be available in ASL.
- People who are Mobility Impaired:
 - May need special assistance to get to a shelter such as transportation or specialized mobility equipment (wheelchair, walker, crutches, or a walking cane). People with heart condition or respiratory difficulties may have limited mobility.
 - May need designated pickup and/or drop off areas while waiting for a rider or paratransit shuttle.
- People with Public Transportation Needs:
 - May need to make arrangements with their transportation services prior to a disaster.
 - To the extent that it is practical, vehicles used to transport people to and from evacuation centers, shelters, and disaster recovery centers should be accessible to individuals with disabilities.
 - Specialized services such as paratransit should not be viewed as the sole option for accessible transportation.
 - Transportation providers are obligated to transport service animals with their owners.
 - Low-income, homeless, or transient persons who do not have a permanent residence or do not own or have access to a personal vehicle
- People with Medical Conditions:
 - May need to make special arrangements to receive warnings (Identify specific arrangements).
 - Should know the location and availability of more than one facility if dependent on life sustaining equipment or treatment such as dialysis centers.
 - May need designated pickup and/or drop off areas while waiting for a ride for paratransit shuttle
- People with Non-Visible Disabilities (Cognitive, Intellectual and Mental Health):
 - May need help to respond to emergencies and get to a shelter.
 - May need more time to process what is being said before they respond.
 - May not make eye contact and may lack social skills. They also may be extremely fearful of loud noises, flashing lights, sirens, and crowds of people. Allow the person to describe the help they need.
 - Therefore:
 - When communicating use short sentences with simple, concrete words. Speak calmly and clearly stating only one or two instructions or steps at a time.
 - Maintain eye contact when speaking to the individual.
 - Reduce distractions (i.e., flashlights, sirens, crowds) as much as possible.
 - Reassure and encourage them as they respond.
 - Explain any written material, including signs, in everyday words.

- People with Limited English Proficiency (LEP):
 - May need help responding to emergencies and getting shelter location information.
 - May engage in the development of communication strategies before and during a disaster to ensure documents are clear and precise to be easily understood, and take the desired actions necessary.
 - May use ethnic media, community, and cultural groups to receive trusted information.
 - People with limited English skills are hesitant to ask for more information because of perceived discrimination, prejudice, or other reasons.
 - May need on-site interpretation services. Interpretation and translation services should be arranged and established prior to a disaster.
 - Use visuals to convey critical information across cultures, for example, emergency procedures, food safety, and vaccine availability.
- Immigrant and Refugee populations:
 - Face particular problems and barriers relating to their immigration or refugee status, limited English proficiency, discrimination, and other factors that can impede access to disaster relief and other services that affect their health status and wellbeing.
 - Should be made aware that all people, regardless of immigration status, have immediate access to basic humanitarian assistance in the immediate aftermath of a disaster.
 - Should be assured that, under longstanding County policy, the information obtained during a disaster will not be used as a tool for immigration enforcement.
 - Many people with limited English skills are foreign-born immigrants or refugees who may have a different sense of what constitutes an emergency.
 - Once individuals establish a source of information (such as a school nurse, community program, or employer), they continue to rely on that source.
- People with Limited Financial Resources
 - Economic disadvantage does not decrease ability to understand public health information. Rather, limited resources imply a potential decreased ability to receive and follow public health recommendations.
 - Farmworkers are traditionally defined as people whose primary incomes are earned through permanent or seasonal agricultural labor. Farmworker households tend to have high rates of poverty, live disproportionately in housing of poor condition, and have high rates of overcrowding and low rates of homeownership.
 - Farmworkers and migrants may not know whom to contact for more information about the evacuation procedure and/or to find available shelters.
 - Consider working with local emergency management and farm bureaus to create an emergency response plan specific to farmworkers.
 - Engage farmers and farm organizations to serve as communication conduits.
 - Rely on established relationships and partners to communicate information to migrant workers.
- Cultural Competency:
 - Planners and staff need to be trained in cultural competency and on the etiquette of communicating and engaging with access and functional needs individuals.

- Awareness and acceptance of cultural differences. Responders and survivors are often different in their racial, ethnic and/or language characteristics.
- By improving communication skills as well as becoming self-aware of potential biases and stereotypes emergency managers can provide quality service(s) to diverse populations in a culturally competent manner.
- Understating and managing the “Dynamics of Difference”: This refers to the various forms that cultures express and interpret information.
- Development of Cultural Knowledge, cultivating a working knowledge of different health and illness related beliefs, customs, and treatment of cultural groups can better equip emergency managers with the information necessary to provide timely and appropriate response.
- Individuals Experiencing Homelessness, Unhoused, or Transitional Housing:
 - Overall, there are many factors that make this group of individuals more vulnerable to disasters such as, but not limited to: shelter concerns, transportation, acute and chronic financial and material resource constraints, mental and physical health concerns, violence, and substance abuse.
 - These individuals may be difficult to locate (no address) and often distrust of authority (may need community or religious members to help communicate the need for evacuation or sheltering, etc.)
 - During a disaster, individuals experiencing homelessness are likely to depend on these trusted entities to help address their disaster-related needs.
 - Some individuals experiencing homelessness have companion animals. It is preferable to keep these individuals and their pets together as a family unit, as having a companion animal can reduce stress and enhance resilience.

Transportation Taking Considerable Steps to Prepare

Tips for people with disabilities or access and functional needs on how to create a plan and be prepared for emergencies include, but not limited to;

Table 2.0: Tips on How to Create an Emergency Plan

Provide your emergency contacts a spare key so they can get into your residence if available
Make copies of important documents, including health information
If you have a pet, emotional support or service animal, be alert and plan for their needs as well. During an emergency, pets, including emotional support and service animals, can become stressed.
Consider your dietary needs and always stock nonperishable food at home in case you must shelter in place during an emergency.
If you take medication, make a list of the medications you take, why you take them, and their dosages.
If you receive dialysis, chemotherapy, or other life-sustaining treatment, locate back-up locations so your service is not interrupted.
If you or anyone in your home depends on electrically powered life-sustaining medical equipment (such as a ventilator or cardiac device), receives dialysis, or has limited mobility, you can take specific steps to prepare for a coastal storm.

2.5 AFN CONSIDERATIONS FOR ALERT AND WARNING AND OTHER PUBLIC INFORMATION

Individuals with access or functional needs often require more time and resources to act (including securing accessible transportation and evacuating) before, during, and after disasters. Therefore, providing the whole community with accessible, timely information throughout the emergency lifecycle is essential. Failure to do so places individuals with access and functional needs at greater risk of losing their life, safety, security, and independence.

Alert and warning systems are in place to get crucial information to the whole community, including the AFN community. During disasters and emergencies, the Public Information Officer (PIO), Yolo County OES, Health and Human Service Agency (HHSA), and additional agencies will coordinate, develop, and disseminate alerts, warnings, and information to the public. Although some of the AFN serving entities have current client lists with detailed information regarding needs, locations, and contact information, the EOC may utilize this information as needed and when possible to help share information. This is not a substitute for sending alerts and warnings and other public information accessible to the whole community, as not everyone with AFN would be on those lists and time may not allow individual outreach.

To ensure maximum accessibility for AFN populations, considerations include accessible and actionable messages, time needed to act on alert or warning messages, types of events warranting alert or warning, and establishing inclusive communication strategies and networks. The 2024 edition of the State of California Alert & Warning Guidelines has additional information available, and the Cal OES Office of Access and Functional Needs (OFAN) has additional resources to consider.

Per the State of California Alter & Warning Guidelines, when utilizing warning systems for notification purposes, certain items needs to be considered to make sure warning systems are protected from:

- Unauthorized activation
- Improper use
- Cyber security gaps
- Interference with authorized activation (denial of service)
- Outage due to lack of duplication or back-up services.

Special consideration should be given to implementing redundancy and enhancing interoperability, whenever possible, to prepare for:

- Loss of power
- Loss of cell towers or overloaded cell systems
- Internet outages
- Overloaded networks
- Cyber-attacks
- Ability of carriers to redistribute
- Overloaded infrastructure
- Cross-jurisdictional needs

- Availability of staffing to effectively manage and deploy systems.

Accessible and Actionable Alert Communication

Depending on the situation, numerous forms of alert and warning notifications may be required to reach the whole community in an effected area, including those without hearing, eyesight, or who speak a language other than English. The types of important information to deliver to access and functional needs populations include the location of shelters and food, availability of transportation, and health care locations and availability. Considerations for these specific populations will be planned for prior to a disaster event and communicated to the affected populations.

Historically, individuals within the deaf and hard of hearing community have experienced exceptional difficulties getting access to life-saving information due to a lack of messaging in American Sign Language (ASL). Without equal access to emergency alerts, warnings, and notifications in American Sign Language, individuals who are deaf or hard of hearing will be disproportionately impacted – and are more likely to experience dire outcomes – before, during, and after disasters.

Alert and warning methods for people with access and functional needs include, but not limited to:

- Telecommunication Device for the Deaf (TDD)/Teletypewriter (TDY)- for the hearing impaired
- American Sign Language (ASL) interpretation
- Radio/TV stations
- Door-to-door notification, if necessary
 - In-Home Supportive Services (IHSS) client list
- Reaching out to Yolo 211 for additional information and resources

To ensure messages are developed for maximum accessibility, alerting platforms should ideally include the ability to control the following (Alert & Warning, 2019):

- Font size
- Color analyzer
- Sound & vibrations
- Flashes
- Use of attachments (video)
- 508 compliance (use of screen-readers)
- Accessible graphic design and layout considerations
- Posting of accessible electronic content, documents, and videos
- Video relay as an option

The County's Emergency Notification System is capable of sending emergency information via voice, text, and e-mail, and also through free applications available for smart phones.

Emergency notifications are sent through as many channels as possible to ensure recipients receive the information.

Time Needed to Act

To ensure the community is receiving relevant, timely, and actionable emergency information, the following items should be considered:

- Ensure the alerting authority, alerting originator, Public Information Officer (PIO), Joint Information Center (JIC), and designated social media staff are synchronized on current notification.
- Establish a schedule for determining whether the alerting and warning activities are achieving the intended outcomes, i.e. public is responding as intended. (This can be built into shift briefings.)

Some alert and warning systems have a maximum time limit. Ensure all alerting stakeholders are aware of when messages may need to be renewed.

Events Warranting Alerts or Warnings

1. Evacuation

Evacuation includes people getting out of their dwellings and out of the impacted zone. Some members of the community need assistance with one or both. When power outages or others conditions are present, it may also affect people's ability to leave their dwelling unaided if they require an elevator to evacuate.

Successful evacuation processes must be planned in advanced for individuals with access and functional needs who are being transported from their homes, apartments, schools, neighborhoods, assisted or senior living facilities, and medical or nursing facilities. While many facilities will have their own plans in place, jurisdictions are responsible for ensuring everyone can access emergency evacuation transportation resources.

Specific transportation services may be needed for the transport and evacuation of people with disabilities and AFN, including those who do not have their own vehicles, areas with limited public transportation option, and people who need to evacuate with mobility devices such as wheelchairs and scooters, service animals, or other medical devices such as CPAC machines. Evacuation and transportation methods such as school buses and charter buses may not be suitable for people with disabilities. Additional resources may need to be called in from within or neighboring counties such as non-profits and community-based organizations that are able to provide paratransit and rideshare services. These specialized paratransit and rideshare companies may also be utilized for their extensive knowledge regarding the location and individuals with disabilities within the County. Specific information regarding the transportation of the AFN population during an evacuation should be included in the Transportation Annex.

2. Mass Care and Sheltering

Shelters should be individually evaluated for access and functional needs compliance. The Yolo County Mass Care and Shelter Annex lead agency is the County of Yolo Health and Human Services Agency (HHSA). HHSA is responsible for care and shelter functions within the County, and is responsible for coordinating and completing required pre-disaster shelter assessments to determine potential shelter ADA, and access and functional needs compliancy. The accessible

specifications identified in the *ADA Checklist for Emergency Shelters* document during emergency operations should be communicated to the EOC and the AFN Coordinator to make sure they are included.

SECTION 3.0: CONCEPT OF OPERATIONS

3.1 PRE-EMERGENCY RESPONSE

If warning mechanisms exist for a particular hazard, then response actions to emphasize protection of life, property, and environment can be anticipated. Typical pre-emergency and crisis response actions may include:

- Alerting necessary agencies, placing critical resources on stand-by
- Warning threatened populations of the emergency and apprising them of safety measures to be implemented
- Evacuating of threatened populations to safe areas
- Identifying the need for mutual aid
- Proclaiming a Local Emergency by local authorities

Access and Functional Needs Unit Leader Role

The role of the Access and Functional Needs Unit Leader is to plan, oversee, coordinate, respond to, evaluate, and monitor emergency preparedness, response, recovery, and mitigation efforts with a focus on incorporating people with disabilities and access and functional needs in Yolo County's operational area in accordance with Federal and State guidelines, state emergency plans, and jurisdiction policies and standard.

The AFN Unit Leader role includes ongoing functions performed both outside of and during EOC activations. The following is a list of Pre-emergency response items that the Access and Functional Needs Unit Leader should complete:

- Develop a general understanding of the Yolo County Access and Functional Needs Populations, their distribution throughout the County, and their general needs.
- **Public Health** - Work to address the needs of AFN throughout emergency operations, especially those involving public health threats.
- **Public Information Officer (PIO)**: Work with PIO to develop preparedness and pre-scripted emergency messages and associated communication methods appropriate for all elements of the access and functional needs community.
- **Transportation**: Work to ensure plans are in place with public and private providers of accessible transportation to assist, as needed, with the evacuation of persons with access and functional needs, including identification of a mechanism to track equipment when life safety requires separation of the equipment from the owner during evacuation. Identifying which providers may have prearranged agreements with multiple facilities-to help prevent "double" or "triple-booking", risking insufficient services.
- **Behavioral Health** - To identify and address the needs of those with specific mental health issues; by definition, this is an Access and Functional Needs population.
- **Animal Services** - Work to address the needs of service animals that are serving evacuees of the AFN population. (Service animals are allowed in approved shelters and will be accommodated for through coordination with the Care and Shelter Unit.)
- **Mass Care and Shelter**: Work to address and review existing potential shelter sites regarding compliance with ADA requirements (access, signage, etc.). Ensure that

medical and health services are available. Identify shelters or alternative solutions that have access to electricity for people with disabilities who may need support for battery-powered wheelchairs, respirators, light computers, and other electronic assistive devices. Identify locations with wheelchair accessible showers.

- **Logistics Section** - Procurement Work to coordinate the procurement and acquisition of AFN equipment and supplies. A large portion of efforts will be focused around transportation and care and shelter operations.
- **Volunteer/Service Representatives** - Work with volunteer representatives and their respective organizations to address the needs of AFN Community.
- For an additional list of Pre-Response/Initial Actions for the Access and Functional Needs Unit Leader, reference the AFN Checklist on Appendix A.

3.2 RESPONSE

Response includes the capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. It is focused on ensuring that the community can effectively respond to any threat or hazard, including those with cascading effects, with an emphasis on saving and sustaining lives and stabilizing the incident, as well as rapidly meeting basic human needs, restoring basic services and community functionality, establishing a safe and secure environment, and supporting the transition to recovery.

The Core capabilities that support the response mission include:

- Planning
- Public Information and Warning
- Operational Coordination
- Critical Transportation
- Environmental Response/Health and Safety
- Fatality Services
- Fire Services and Suppression
- Logistics and Supply Chain Services
- Infrastructure Systems
- Mass Care Services
- Mass Search and Rescue Operations
- On-Scene Security, Protection, and Law Enforcement
- Operational Communications
- Public Health, Healthcare, and Medical Services
- Situational Assessment

The preservation of life and property, mass care, relocation, public information, situation analysis, status, and damage assessment operations may also be initiated. Ongoing response usually involves multiple different organizations within and neighboring the County, and the activation of the County's (Operational Area) EOC including the AFN Unit Leader.

Response Phase- Access and Functional Needs Unit Leader Role

The role of the AFN Unit Leader during the response phase is to coordinate accessibility of support services for people with access and functional needs through the following:

- If the EOC is activated, the AFN Unit Leader will be the designated point of contact and the link between the AFN Community and the EOC.
- Work closely with public information personnel from all stakeholders and partners to deliver timely, effective, and accessible pre-and-post emergency messaging.
- Promote general awareness of emergency-related issues pertaining to people with access and functional needs.
- Work closely with the County Counsel to ensure compliance with application of laws.

3.3 RECOVERY

At the onset of an emergency, actions are taken to enhance the effectiveness of recovery operations. Recovery includes both short-term activities intended to return vital life-support systems to operation, long-term activities designated to return infrastructure systems to pre-disaster conditions. The recovery phase may also include cost recovery activities. The major objectives of the recovery period include:

- Reinstatement of family and community integrity
- Provision of essential public services
- Restoration of private and public property
- Identification of residual hazards
- Preliminary plans to mitigate future hazards
- Recovery of costs associated with response and recovery efforts
- Coordination of state and federal public and individual assistance

Recovery Phase - Access and Functional Needs Unit Leader Role

The role of the AFN Unit Leader during the recovery phase include:

- Ensure that the Yolo County Recovery Plan considers AFN population needs.
- Promote general awareness of emergency-related issues pertaining to individuals with disabilities and others with access and functional needs.
- Participate in intergovernmental recovery initiatives to ensure they consider the AFN population.
- Coordinate and promote community outreach regarding recovery efforts through traditional external outreach practices, as well as working with functional needs support services providers to communicate information regarding recovery to individuals within their networks.
- Work closely with Public Information Officer to deliver timely, effective, and accessible post emergency messaging regarding disaster services.
- Ensure that post-incident and/or recovery materials and information are available in multiple languages, in multiple formats (e.g., large print, braille, electronic), and meet ADA compliancy.
- Coordinate closely with County Counsel to ensure compliance with application of laws during recovery efforts.

3.4 RESOURCE ORDERING AND TRACKING

Depending on the scale of the emergency, limited resources may need to be coordinated through the EOC. Local Jurisdiction and OA coordination of resources, including AFN, will follow the Standardized Emergency Services System (SEMS) process. For detail SEMS resource request process refer to the Yolo County Emergency Operations Plan, Resource Ordering and Tracking section. The AFN Unit Leader, if needed, will collaborate with the Resources Logistics Section Chief to assist in the identification of accessible resources.

SECTION 4.0: ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

4.1 OVERVIEW

Planning for and providing appropriate services to people with disabilities during disasters is the main priority of the County and City jurisdictions. The County has the overall responsibility and legal liability for providing for people with disabilities within jurisdictional boundaries. The County will coordinate services and response efforts with local community groups and organizations that are experienced in providing these services on a day-to-day basis. Listed below are the departments, agencies, and community-based organizations that may play a role during a disaster, along with their respective responsibilities. The EOC's AFN Unit Leader will be responsible for collaborating with all the EOC's Essential Service Functions and with community-based organizations to ensure inclusion of AFN community needs are being met during a disaster.

4.2 ROLES AND RESPONSIBILITIES

County of Yolo

Office of Emergency Services

The Yolo County Office of Emergency Services (OES) has the lead responsibility for the unincorporated areas planning efforts for effectively responding to people with disabilities during a disaster. Local jurisdictions have the responsibility in their sphere of influence boundaries for planning efforts and to effectively respond to people with disabilities and access and functional needs during a disaster. Specific needs for people with disabilities will be determined during a disaster operation. Specific resources, equipment, personnel, and technical information that will support individuals with access and functional needs during an emergency should be identified prior to the disaster and should be shared with AFN Unit Leader, who is part of the EOC's Mass Care and Sheltering Unit whenever the EOC is activated.

Health and Human Services

The Yolo County HHSA is responsible for the implementation and maintenance of cost-effective services that safeguard the physical, emotional and social wellbeing of the people of the County. During a disaster, HHSA will assist in ensuring that all emergency services are accessible to people with disabilities. The Department will utilize its day-to-day resources to communicate and serve their normal client base (and possibly others as well) during a disaster operation. Key responsible divisions within HHSA include the following.

- **In Home Support Services:** Is a federal, state and locally funded program providing assistance to eligible aged, blind, and disabled individuals receiving Medi-Cal benefits who are unable to remain safely in their own homes without assistance. This includes those who would be able, with help, to return to their home from a hospital, nursing home, or board-and-care home. The IHSS program maintains a database of clients that

could be used by the EOC in the event of an emergency to locate and contact the affected population, ensuring that all clients are notified of the emergency and evacuated if needed.

A GIS map showing the general locations of IHSS funding recipients provides the EOC a way to identify evacuation areas that need special attention. While the IHSS recipient addresses are protected as confidential data, in a declared emergency the EOC has access to the IHSS addresses to support alerts, warnings, evacuations and other disaster service provisions.

- **Child Welfare Services Division:** Strengthens the safety, permanency, and well-being of children involved in the child welfare system. Child Welfare Services (CWS) intervenes on behalf of children who need protection from abuse and neglect. With the ultimate goal of safety and permanency, CWS provides assistance with adoption, foster home licensing, independent living, placement assessment, and family reunification.

In a disaster, CWS must identify and locate all children via phone call to foster parents, or by actually visiting if communications cannot be managed. CWS staff must also identify shelters and evacuation procedures for the children under State care, and in general, ensure that they are receiving adequate care. CWS must also provide continuity planning so that caseworkers are available to support the divisions essential functions during a disaster.

- **Mental Health Services:** Mental Health Division provides services for those in the County who are under care for a recognized mental health disorder. Many of these individuals live in a regulated facility. Mental Health Division is also able to provide counseling support to those who have recently experienced a disaster.

Mental Health works with mentally ill clients whose conditions can change day-to-day depending on the medications a client is currently taking. Mental Health also maintains a database of client information that could be used by the EOC in the event of an emergency to ensure that all clients are located, notified and evacuated if needed.

- **Maternal, Child and Adolescent Health (MCAH) Board:** This board reviews the County's health care services, programs, providers and facilities and insures that they adequately meet the needs of the County's maternal and adolescent health needs. It also reviews and comments on the development and adoption of the required annual County Maternal and Child Health Services Plan. It reports to the Board of Supervisors for Yolo County and local Health Officer. It proposes models, disseminates information, recommends uses of block grant funding, monitors the delivery of acceptable programs, assesses health statistics, and other services that relate to maternal and adolescent health care.

Local Jurisdiction

Local Jurisdiction and Operational Area coordination of information and resources, including AFN will follow SEMS process. For detail SEMS process refer to the Yolo County Emergency Operations Plan SEMS Organizational Levels.

- **Yolo County Animal Services:** Provides shelter and care for all types of service animals during emergencies and disasters at a variety of locations. At the Sheriff's request, the Yolo County Animal Services Shelter activates trained volunteers that can rescue or support animals that are otherwise unable to evacuate with their owners.
- **Area Agency on Aging (AAA)** The Yolo County Area Agency on Aging's (AAA) Multipurpose Senior Services Program (MSSP) is a state-funded case management program designed to provide cost-effective ways of delaying institutional placement of frail seniors. MSSP Case Managers and Nurse assess the medical, psycho-social and environmental needs of each client. They work together, with the cooperation of the client, as well as his/her family, physicians, and others who provide formal or informal support, to identify the client's needs and develop the most appropriate care plan.

Non-Profit Organizations

Non-profit organizations play enormously important roles before, during, and after an incident. For example, non-profits provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. These groups often provide access and functionalized services that help individuals with access and functional needs, including those with disabilities. The following is a list of private, non-profit and non-government organizations that have a role in serving people with disabilities during a disaster operation.

- **Yolo Healthy Aging Alliance (YHAA)-** The Yolo Healthy Aging Alliance (YHAA) serves as the unified voice for older adults, their families, and caregivers in Yolo County to promote the well-being of older adults through education, collaboration, and advocacy. YHAA brings together senior-issues advocates and service providers to ensure people in Yolo County can access the full range of resources, and supports they need to age with dignity, choice, and independence.
- **Family Resource Centers-** These facilities are funded by both the County and the community and provide food, housing, and crisis support for families.
- **Resources for Independent Living (RIL)-** promotes the socioeconomic independence of persons with disabilities and seniors by providing peer supported, consumer directed independent living services and advocacy. RIL provides 7 core services: Advocacy and Legislative Monitoring; Housing; Personal Assistance Services; Information and Referral; Peer counseling; Independent Living Skills training; and Assistive technology. RIL offers the portable battery program that provides access to backup portable batteries to qualifying customers who utilize life-sustaining electrical medical devices.
- **Yolo 211-** Is a dedicated group of trained call specialists who provide a confidential information and referral service that is available 24 hours a day, seven days a week. Assistance is available in multiple languages, and services are accessible to people with disabilities. The AFN Manager for Yolo 211 focuses on providing resources for

individuals with function-based needs who may require assistance before, during, and after a Public Safety Power Shutoff events or disaster. By mapping community resources available and identifying gaps in services, the manager is able to work on breaking down barriers to access these resources and share them to the AFN populations.

Community-Based and Faith-Based Organizations

Community-Based and Faith-Based organizations play essential roles before, during, and after an incident. For example, community-based organizations may provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. These groups often provide access and functionalized services that help individuals with access and functional needs, including those with disabilities.

- **American Red Cross:** The American Red Cross (ARC) Sierra-Delta Chapter serves Yolo County by aiding and providing hope to those affected by disasters and empowers individuals in the community to prepare for, respond to, and recover from emergencies. ARC in coordination with the Mass Care and Shelter leads with the primary responsibility in Yolo County to house individuals and families impacted by disaster evacuation order(s). ARC will assist and may mobilize their day-to-day resources to meet the needs of individuals impacted by evacuation orders, if needed

Superintendent of Schools

The Superintendent of Schools office maintains an emergency telephonic call-down list to its school districts throughout the County. In turn, the schools each maintain a telephonic automated call-down list to the parents. This system both supports and quickly alerts those who are in roles of caring for children. It also provides the County a secondary call-out procedure that supports County-wide alerts. Each of the schools within the district must have their own emergency plans that provide for alerts, lock-down, evacuations, sheltering in place, and organizing their response actions that include considerations for children with access and functional needs.

California Entities

- **California Governor's Office of Emergency Services (Cal OES):** The California Governor's Office of Emergency Services (Cal OES) Office for Access and Functional Needs (OAFN) reports directly to the Agency's Chief of Staff. Their purpose is to identify the needs of people with disabilities and other with access and functional needs before, during and after a disaster. Furthermore, their purpose is to integrate disability and AFN needs and resources into all aspects of the emergency services system. For example, the OAFN contracts and coordinates for foreign language interpreters, translators, and transcriptions throughout California before, during and after an emergency or disaster response to minimize or eliminate language barriers in emergencies. [Note: that the focus on identifying the community's needs and the community's support network is part

of all County planning efforts. The EOP, and all supporting annexes, integrate care for people with AFN needs]

- **California Department of Health Care Services (DHCS) Mental Health Services Division (MHSD):** The California Department of Health Care Services (DHCS) Mental Health Services Division administers several mental health programs for children, youth, adults, and older adults on day-to-day basis. During a disaster, MHSD carries out response activities in support of and in coordination with Yolo Clara County Medical Health Operational Area Coordinator (MHOAC) program and HHSA.
- **California Department of Social Services (CDSS):** The California Department of Social Services licenses the skilled nursing facilities and the board and care facilities. They are responsible for ensuring preparedness plans for their facilities are in place as a stipulation of the licensing.

Federal Entities

- **Federal Emergency Management Agency (FEMA):** The Federal Emergency Management Agency (FEMA) is the lead agency for emergency management in the nation. FEMA will activate the various Emergency Support Functions (ESFs) when the disaster has expanded beyond the capability of the County and State emergency services. FEMA includes considerations for populations with access and functional needs. FEMA resources can be accessed via request from the State of California, and especially from an activated Regional EOC.

Although planning considerations for people with disabilities are comprehensively included throughout all emergency functions, the National Response Framework specially mentions “special needs” disaster requirement in the following ESFs:

- **Emergency Support Function #1 – Transportation:** during mass evacuations, consistent with the Mass Evacuation Incident Annex, DHS/FEMA provides transport for persons, including individuals with special needs, provided they meet the following criteria:
 - Evacuees can be accommodated at both embarkation points and at destination general population shelters
 - Evacuees can travel on commercial long-haul buses, aircraft, or passenger trains, or lift equipped buses
 - Evacuees do not have medical needs indicating that they should be transported by ESF #8 – Public Health and Medical Services
- **Emergency Support Function #6 – Mass Care and Shelter:** will support local, tribal, state, and federal agencies, voluntary agencies, and non-governmental organizations, and ESF#8 – Public Health and Medical Services in addressing AFN needs, as defined in the National Response Framework (NRF) Glossary. Functional needs may be present before, during, or after an incident in one or more areas, including but not limited to:
 - Communication
 - Maintaining Health
 - Independence
 - Support Safety, and Self-Determination

- Transportation
- Individuals in need of additional response assistance may include those who;
 - have (a) disability(ies),
 - live in institutional settings
 - are elderly
 - have limited English proficiency
 - are non-English speaking
 - are children
 - are transportation disadvantaged
- **FEMA Office of Disability Integration and Coordination:** The purpose of the FEMA Office of Disability Integration and Coordination is to integrate and coordinate emergency preparedness, response, and recovery for children and adults with disabilities and others with access and functional needs. This office supports people pre-disaster, during a disaster, and recovery operations.

SECTION 5.0: DIRECTION, CONTROL, AND COORDINATION

5.1 EMERGENCY SERVICES PLANNING PROCESS

This locally developed planning process incorporates various nationally recognized emergency management planning best practices and concepts (i.e., whole community concept, span of control, core capabilities, etc.) with standard program management principles that can be easily integrated into the County's existing governmental structure.

FEMA's planning process guidance is broad. The framers of FEMA's Six-Step process wanted their model to be generic, so that it may be applicable to as wide an audience as possible. Conversely, Yolo County's process has been highly detailed and refined based on local characteristics found in the County.

5.2 AFN ANNEX MAINTENANCE

The Annex will be reviewed, updated, republished, and redistributed under the overall Yolo County Emergency Operations Plan maintenance and update policies. At a minimum, the OES contact will coordinate and conduct an annual review of this plan with all support agencies. Additional reviews may be conducted if experience with an incident or if a regulatory change indicates a need. This Annex may be modified due to a post-incident analysis and/or post exercise critique. It may also be modified in any component, stated responsibilities, procedures, laws, rules, or regulations pertaining to AFN and emergency or incident management operation changes. OES will be responsible in reviewing and updating changes in collaboration with lead and supporting organizations, local jurisdictions, and other planning partners identified in this Annex to ensure that this Annex is accurate, practical, and actionable.

OES will assess the need for revisions to the Annex based on the following considerations:

- Issuance of updated California policies, or practices regarding Access and Functional Needs Community that require changes in the Annex.
- Changes in County, state, or federal ordinances, laws, regulations, requirements, or organization.
- Lessons learned through exercises or actual events.
- Development of new tools or procedures.

If this Annex requires an immediate change due to lessons learned from training, exercises, or actual events, OES will identify a course of action for review, update, and implementation of necessary changes. OES will maintain a record of amendments and revisions and executable versions of all Annex documents. All changes will be noted in the Record of Change table at the end of this Annex.

Recommendations for change will be submitted to Yolo County OES for approval, publication, and distribution. Exercise of the provisions of this plan should occur periodically. Inclusion of

State and other partners is strongly encouraged in functional exercises. Each response and support agency will develop internal procedures for administrative support.

5.3 TRAINING AND EXERCISES

Exercises provide an excellent means of evaluating the effectiveness of an emergency plan, as they allow emergency responders and decision-makers to become familiar with the procedures, facilities, and systems they are expected to use in an actual event. Exercising the Annex and evaluating its effectiveness involves using training and exercises and evaluation of actual disasters to determine whether goals, objectives, decisions, actions, and timeframes outlined in the plan will lead to successful disaster preparedness, response, and restoration efforts.

OES has established a training and exercise program to enhance the County Operational Area's capability in all phases of emergency management, from prevention, protection, mitigation, and response, to recovery. This AFN Annex will be incorporated into the OES Training and Exercise Annual Training Plan. The nature of the training and exercises on the AFN Annex will be determined by OES's Training and Exercise Section in collaboration with the Planning Section, including the AFN Unit Leader, and in coordination with essential stakeholders identified in this planning document. Lessons learned through training and exercising should be documented and forwarded to the OES Planning Section for planning product improvement.

5.4 AFTER-ACTION REPORT/IMPROVEMENT PLAN

The After-Action Report/Improvement Plan (AAR/IP) is a document that generally includes a summary of events (for a real-world event) or an exercise overview, analysis of capabilities, and a list of corrective actions. The length, format, and the development timeframe of the AAR/IP depend on the type and scope of the real-world event or exercise. These parameters should be determined by the after-action team or exercise planning team, based on the expectations of senior leaders. The AAR/IP should include an overview of performance related to each objective and associated capabilities.

The observations developed for the AAR/IP should be categorized as either strengths or areas for improvement. Observations do not have to be lengthy to be impactful. A strongly written observation includes a clear and direct statement of the issue identified, a brief description of the analysis, and the impact or result of the issue. A summary of the analysis completed can be included to help stakeholders understand how the after action or evaluation team arrived at the conclusion.

5.5 AFTER-ACTION MEETING

The purpose of the After-Action Meeting is to serve as a forum to review the revised the draft AAR/IP. Participants should seek to reach final consensus on strengths, areas for improvement, draft corrective actions, concrete deadlines, and owners/assignees for implementation of corrective actions

5.6 IMPROVEMENT PLAN

The Improvement Plan (IP) includes consolidated corrective actions. The IP may be an appendix to the AAR. The AAR/IP is then final and distributed to exercise planners, participants, and other preparedness stakeholders, as appropriate.

SECTION 6.0: AUTHORITIES AND REFERENCES

6.1 AUTHORITIES

The following sub-sections provide county, state and federal emergency authorities for conducting or supporting emergency operations.

Local

- Yolo County Office of Emergency Services (OES), Emergency Operations Plan, 2024.
- Yolo Operational Area Mass Care and Sheltering Annex
- Yolo Operational Evacuation Annex

State

- California Emergency Services Act, California Government Code §§ 8630(b), 8680–8692.
- California Standardized Emergency Management Regulations, 19 California Code of Regulations § 2409.
- California Governor's Office of Emergency Services (Cal OES), State of California Emergency Plan, October 2017. <https://www.caloes.ca.gov/cal-oes-divisions/planning-preparedness/state-of-californiaemergency-plan-emergency-support-functions>.
- Cal OES, Standardized Emergency Management System (SEMS) Guidelines, 2010. <https://www.caloes.ca.gov/cal-oes-divisions/planning-preparedness/standardized-emergencyServices-system>.
- Cal OES, State of California Alert & Warning Guidelines, March 2019. <http://calalerts.org/documents/2019-CA-Alert-Warning-Guidelines.pdf>
- Office of Access and Functional Needs (OAFN) – was established in the Governor's Office of Emergency Services. The purpose of OAFN is to identify the needs of people with disabilities and others with access and functional needs before, during, and after a disaster and to integrate disability needs and resources into emergency services systems.
- California Assembly Bill 2311 – (Brown, Chapter 520, Statutes of 2016), enacted Government Code section 8593.3, requires jurisdictions, upon the next update of their EOP, to integrate access and functional needs-related considerations into specific sections, including the evacuation/transportation section.
- California Assembly Bill 477 – (Cervantes, Chapter 218, Statutes of 2019), which amends California Government Code Section 8593.3, requires each county to ensure they are planning with the community, instead of for the community, by requiring jurisdictions to include representatives from access and functional needs populations within the next regular update to their EOP. This means ensuring individuals with access and functional needs are involved in each phase of the plan development process.

- California Assembly Bill 580 – Emergency services: vulnerable populations (2021). This bill requires a county to send a copy of its emergency plan to OES on or before March 1, 2022, and upon any update to the plan after that date. By creating a new duty for counties, this bill would impose a state-mandated local program. The bill would require OES, if requested, in consultation with representatives of people with a variety of access and functional needs, to review the emergency plan of each county to determine whether the plans are consistent with certain best practices and guidance, as specified. The bill would require counties to develop and revise emergency plans to address the issues identified by OES in OES’s review. The bill would require OES, if requested, to provide technical assistance to a county in developing and revising its emergency plan to address the issues that the office identified in its review. This bill was approved by the Governor of California on October 9, 2021.
- California Senate Bill 160 – Emergency services: cultural competence (2019). This bill requires a county to integrate cultural competence, as defined, into its emergency plan upon the next update to its emergency plan, as specified. The bill would also require a county to provide a forum for community engagement in geographically diverse locations to engage with culturally diverse communities, as defined, within its jurisdiction. The bill would authorize a county to establish a community advisory board for the purpose of cohosting, coordinating, and conducting outreach for the community engagement forums. By increasing the duties of local officials, the bill would impose a state-mandated local program. This bill was approved by the Governor of California on October 2, 2019.

Federal

- Americans with Disabilities Act of 1990, 42 U.S. Code §§ 12131 et seq.
- Federal Emergency Management Agency (FEMA), National Disaster Recovery Framework (2d ed.), 2016. https://www.fema.gov/media-library-data/1466014998123-4bec8550930f774269e0c5968b120ba2/National_Disaster_Recovery_Framework2nd.pdf
- FEMA, National Response Framework (3d ed.), 2016. https://www.fema.gov/media-librarydata/1466014682982-9bcf8245ba4c60c120aa915abe74e15d/National_Response_Framework3rd.pdf.
- FEMA, Power Outage Incident Annex to the Response and Recovery Federal Interagency Operational Plans: Managing the Cascading Impacts from a Long-Term Power Outage, 2017. [https://www.fema.gov/media-library-data/1512398599047-7565406438d0820111177a9a2d4ee3c6/POIA_Final_7-2017v2_\(Compliant_pda\)_508.pdf](https://www.fema.gov/media-library-data/1512398599047-7565406438d0820111177a9a2d4ee3c6/POIA_Final_7-2017v2_(Compliant_pda)_508.pdf).
- The Americans with Disability Act (ADA) – The ADA is a civil rights law that prohibits discrimination against individuals with disabilities in all areas of public life, including jobs, schools, transportation, and all public and private places that are open to the public. The purpose of the law is to makes sure that people with disabilities have the same rights and opportunities as everyone else.
- ADA Accessibility Guidelines for Buildings and Facilities, 2022: <https://www.access-board.gov/guidelines-andstandards/buildings-and-sites/about-the-ada-standards/background/adaag>
- ADA Checklist for Emergency Shelters, 2007: <https://archive.ada.gov/pcatoolkit/chap7shelterchk.htm>

- H.R. 5441 (PL 109-295), Section 689: Individuals with Disabilities - Amends the Stafford Act to require the President to issue regulations that prohibit discrimination based on disability and English proficiency in disaster assistance.
- The Americans with Disabilities Act Amendments Act (ADAAA) of 2008 made several significant changes to the definition of “disability.” The changes in the definition of disability in the ADAAA apply to all titles of the ADA, including Title O (employment practices of private employers with 15 or more employees, state and local governments, employment agencies, labor unions, agents of the employer and joint management labor committee); Title II (program and activities of state and local government entities); and Title III (private entities that are considered places of public accommodation).

6.2 REFERENCES

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APPENDIX A: ACCESS AND FUNCTIONAL NEEDS (AFN) UNIT LEADER CHECKLIST

The following checklist indicates the functions of the AFN Unit Leader position.

- Note that some tasks may occur once per incident, while others are ongoing for the duration of the incident.
- Tasks may be delegated to support staff as appropriate.
- When completion of a particular task cannot be accomplished, reasonable accommodations should be made wherever possible.
- While the considerations provided here are broad in coverage, they should not be considered wholly comprehensive.
- If additional space is needed, use the ICS 214: Activity Log Form. If desired, copy the checklist into a separate document for added flexibility

Access and Functional Needs Unit Leader Checklist			
Name:		Date:	Operational Period:
Task Area	Description	Action Taken	Notes
Role	To integrate the diverse AFN needs in the Emergency Operations Center (EOC). Serves as a technical specialist that is available to advise the EOC.		
BEGINNING SHIFT			
Briefing and Assignment	Obtain brief and receive assignment from supervisor.		
	Evaluate the need for additional AFN Coordinators for support.		
	Understand facility rules and unit policies and procedures.		
Facility Layout and Operational Systems	Become familiar with facility layout and operational systems.		
	Work with facility staff to ensure accessibility to the EOC and other work areas.		
Safety Coordination and Roles	Understand roles and responsibilities when fire alarms or facility lockdown protocols are activated.		
OPERATIONAL PERIOD			
Staff Briefing	Attend regular EOC briefings throughout operational period.		

	Present and discuss potential issues related to AFN community needs with ESF coordinators at the beginning-of-shift briefing.		
Situational Awareness	Maintain awareness of operations, including trends, changes in services and other variables that may indicate a need for service delivery adjustments as related to AFN.		
	Coordinate with Mass Care & Shelter Branch Leads to gather intelligence related to AFN concerns and advocate for accessibility.		
	Obtain SITREPs from each ESF twice during each operational period (depending on the length of the period) to maintain situational awareness and mitigate unreported circumstances.		
Incident Tracking	Track significant events or incidents that occur within the AFN Unit Leader's area of responsibility		
AFN Resources	Provide a staffing report to the chain of command and indicate any changes or problems.		
Administration	Review incident action plan for each operational period.		
	Identify potential legal issues that may occur.		
Transportation Annex	Establish communication with Transportation Annex Unit Leader and advise on how to support AFN individuals. For example, evacuee tracking, accessible vehicles (e.g., paratransit), and other transportation-related issues that may arise during an EOC activation.		
Emergency Communications Annex	Establish communication with Emergency Communication Annex leaders and advise on how to support AFN individuals during an EOC activation. For example, accessibility of emergency notification and communication systems.		
Public Works and Engineering	Establish communication with Public Works and Engineering leaders to advise on how to support the AFN community. For example, coordinate meeting with ADA compliance officer to assist with ADA-compliant buildings, assessments,		

	emergency power generation, and debris clearance.		
Firefighting	Establish communication with Firefighting annex leaders and advise on how to support AFN community, if needed, and requested. For example, may assist with the identification of resources such as interpretations services that may be utilized during Fires and Rescue operations.		
EOC Services	Establish communication with EOC Services leaders and advise on how to support the AFN community. For example, assist with coordination of response operations resources, hazard identification, issue tracking, and mutual aid.		
Mass Care and Shelter	Establish communication with Mass Care and Shelter leaders and advise on how to support the AFN community. For example, how to assess shelters accessibility, tracking, shelter communications and resources, mental and behavioral health, medical equipment in shelters, access to medication, service animals, mass feeding, and recovery.		
Logistics and Resources	Establish communication with Logistics Section Chief and advise on how to support the AFN community. For example, coordinate the provision of supplies with partners, assist with identification of accessible facilities, and resource allocation/de- confliction.		
Public Health Annex	Establish communication with Public Health Branch leaders to assist with the identification of AFN community needs to mitigate or resolve issues related to medical/mental health resource needs in shelters. For example, mental health clinicians, equipment, supplies and medication.		
Hazardous Materials	Establish communication with HAZMAT Unit Leader to ensure, if necessary, that the AFN community needs are being met during decontamination.		

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Electrical Outage	Establish communication with Utilities leaders and advise on continuity of services for AFN community based on client lists received in the EOC.		
Law Enforcement	Establish communication with Law Enforcement Branch to assist with identification of AFN community needs, if any.		
Recovery	Establish communication with Recovery to coordinate short-term support of resources for the AFN community. For instance, needs to new or temporary food and shelter.		
Alert and Warning	Establish communication with Public Information Officer and advise on how to provide		
Animal Services	Establish communication with Animal Services, if necessary, to link Transportation and Mass Care & Shelter leads to support with service animal concerns. For example, work to address the needs of service animals that are serving individuals with access and functional needs.		
Volunteer and Donations Services	Establish communication with Volunteer and Donations Unit Leader to assist with the identification of volunteer needs and identification of volunteer organizations that may be able to assist the AFN community during a disaster. Also advise AFN organizations, agencies, facilities and/or individuals needing assistance or resources such as money, goods, and/or services to support.		
Cyber Security	Establish communication with Cyber Security Communication Branch and assist with identification of issues impacting the AFN community.		
Continuity of Operations/ Government	Establish communication with Continuity of Government Coordinator to provide status report on AFN related issues.		
PRIOR TO SHIFT CHANGE			
Staff transition	Participate in transition meeting with relief staff coming on for the next shift.		
End of Shift Report	Prepare activity log and timesheet.		
DEACTIVATION/CLOSEOUT			

Access and Functional Needs Annex

Continuation of Services	Fully communicate all outstanding and resolved items to appropriate relief personnel prior to demobilization to ensure the continuation of services.		
Administrative Duties	Appropriately organize all records prior to submission.		
	Prepare final activity log, final timesheet, and demobilization form.		
	Submit all records, forms, and paperwork.		
Staff Debrief	Participate in EOC debriefing.		
	Collect information related to people with access and function needs from ESF coordinators and create a summary report.		

APPENDIX B: GLOSSARY

Access and functional needs population: Individuals who have developmental or intellectual disabilities; physical disabilities; chronic conditions or injuries; limited English proficiency; or who are non-English speaking, older adults, children, people living in institutionalized settings; those who are low income, homeless, or transportation disadvantaged, including those who are dependent on public transit; or those who are pregnant.

Affected population: Persons who have been displaced, injured, or have suffered some other loss due to an incident or event.

Annex: A functional, support, hazard- or incident-specific, or another supplement to a basic emergency plan.

Emergency Operations Center: A site from which government officials coordinate, monitor, and direct response activities during an emergency. **Emergency responder:** Individual responsible for protecting and preserving life, property, the environment, or evidence in the early stages of an event or incident.

Emergency responder: Individual responsible for protecting and preserving life, property, the environment, or evidence in the early stages of an event or incident. (Also see “First responder.”)

Emergency response providers: Federal, state, and local governmental and nongovernmental public safety, fire, law enforcement, emergency response, emergency medical services, and hospital emergency services providers; and related personnel, agencies, and authorities.

First responder: Individual responsible for protecting and preserving life, property, the environment, or evidence in the early stages of an event or incident. (Also see “Emergency responder.”)

Incident: An occurrence or event, whether caused by natural phenomena or by humans, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property or the environment.

Local government: Under the Standardized Emergency Management System (SEMS), this refers to the cities, counties, and special districts in an operational area. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. In the case of unincorporated areas, local government refers to the County itself.

Mass care and shelter: Actions taken to feed, house, and provide other services to those affected by a incident or event.

Medical Baseline Program: An assistance program for residential electricity customers who have special energy needs due to qualifying medical conditions. The program provides for a lower rate on monthly energy bills and advance notification in a PSPS event.

Mitigation: Actions taken to lessen the effects of events or incidents on people, property, and the environment.

Mutual aid: An agreement in which two or more parties agree to furnish resources, facilities, and services to other parties to the agreement when the party’s own resources are inadequate to address an event or incident.

Operational Area: Under SEMS, an intermediate level of California’s emergency management organization encompassing the County and all political subdivisions located within a County, including special districts. The operational area manages or coordinates information, resources, and priorities among local governments within the operational area and serves as the coordination and communication link between the local government level and regional level.

Person with a disability: A person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such an impairment.

Recovery: The long-term activities beyond the initial emergency response phase of disaster operations that focus on returning all systems in the community to a normal status or to reconstitute these systems to a new condition that is less vulnerable.

Resources: Personnel, facilities, and equipment available for assignment in incidents or events.

Response: Activities that address the direct effects of an incident or event; immediate actions to save lives and to protect property and the environment.

Shelter: A facility that provides safe, accessible, and secure temporary housing before, during, or after an incident or event. Shelters may include general-population shelters, medical-needs shelters, and household-pet shelters.

Situational Report (Sit Rep): A type of status report that provides decision-makers and other users with a summary of the current situation.

Special District: A unit of local government, other than a city, county, or city and county, with authority or responsibility to own, operate, or maintain a project for purposes of natural disaster assistance.

APPENDIX C: RECORD OF CHANGES

(Note: File each revision transmittal letter behind this record page.)

Version Number	Implemented BY	Date	Approved By	Approval Date	Description of Change
1	Yolo OES	05/2024			New Draft
2					
3					
4					
5					
6					
7					
8					
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10					

