

of the primary recommendations of the task force was to encourage and facilitate the development of Community Heat Wave Preparedness Plans by Area Agencies on Aging and County Emergency Management Agencies. (A copy of this report was sent to each AAA in September of 1993).

CONTENT:

AAA Heat Emergency Plans

The Pennsylvania Emergency Management Agency (PEMA) provides oversight to the state's system of local County Emergency Management Agencies (CEMAs). PEMA is notifying the County Emergency Management Agencies of this APD and is also providing draft guidance in the form of a Heat Wave Appendix (attached). However, because of already-established workloads and priorities, the comprehensive CEMA-initiated plans will not be formally required until 1995.

In 1995 CEMAs will be required to develop comprehensive heat emergency plans that will coordinate the resources of the local County Emergency Management Agency with other local agencies (including AAAs) to provide a unified response in heat crisis situations.

The Department of Aging and PEMA, however, believe it is important for AAAs to undertake planning for the summer of 1994 because of the particular vulnerability of the older population in heat crisis situations. Accordingly, the Department of Aging is directing each Area Agency on Aging to develop a Heat Emergency Plan for its PSA by June 30, 1994. To the extent possible, this plan is to be coordinated with the County Emergency Management Agency(ies) within the Planning and Service Area. The heat emergency plan should be a narrative (recommended length approximately five double spaced pages) which basically describes how the AAA plans to respond to assist older people at risk in the PSA during a heat alert. More detail on the format for the plan is provided later in this APD.

Response Stages

In the event that PEMA, through its Emergency Operations Center (EOC), receives validated information to indicate the development of conditions associated with high temperatures and humidity anywhere within the Commonwealth, it will notify other State agencies and CEMAs of the appropriate Heat Index alert stage. The Department of Aging, in turn, will notify AAAs.

Note - the following are standard heat alert stages developed by the National Weather Service that will be used by PEMA to queue activities at the State level. Local AAA Heat Emergency Plans must indicate, on a stage-by-stage basis (Stage I, Stage II and Stage III) what actions the AAA will undertake on behalf of older people at risk during a heat alert. As a general guide, AAAs are advised to review the state-level responsibilities for each stage listed in the attached draft PEMA plan section labeled "Annex J" (note especially, item 4.B.11, p. J-10). The Heat Index Event Criteria are as follows:

RESPONSE ACTIVITY	ALERT ANNOUNCEMENT	HEAT INDEX- EVENT CRITERIA	ISSUE TIME
	ADVISORY	<p data-bbox="688 449 948 474"><u>Should be issued</u></p> <p data-bbox="688 512 1040 704">Daytime HI expected to reach 105°F or greater for less than 3 hours and night lows remain greater than 80°F for two consecutive days.</p>	<p data-bbox="1182 512 1523 704">During and up to 12 hours preceding when event/criteria is met or HI expected to exceed Watch/Warning criteria.</p>
		<p data-bbox="688 736 899 761"><u>May be issued</u></p> <p data-bbox="688 800 1040 889">For daytime indexes of 90° - 105°F with local arrangements.</p>	
STAGE I	WATCH	<p data-bbox="688 1055 1089 1215">Recommend issuance when daytime HI of 105°F is expected for greater than 3 hours/day for 2 consecutive days.</p> <p data-bbox="781 1247 818 1272">OR</p> <p data-bbox="688 1310 1089 1406">Daytime HI expected to be greater than 115°F for any length of time.</p>	<p data-bbox="1182 921 1523 1017">12-36 hours before heat warning criteria expected to begin.</p>
STAGE II	WARNING		<p data-bbox="1182 1438 1523 1598">Anytime criteria exceeded but expect issuance will be with about 12 hours lead time.</p>
STAGE III	GOVERNOR'S DISASTER EMERGENCY DECLARATION	<p data-bbox="688 1630 1073 1725">Upon recommendation from Heat Task Force members in the State EOC</p>	<p data-bbox="1182 1630 1490 1725">As deemed necessary based on prevailing conditions.</p>

Format for the Heat Emergency Plan Required of AAAs

Each AAA is to develop a narrative plan of approximately five doubled spaced pages which outlines the actions the agency plans to take at each response stage. Response stages shall be based upon the National Weather Service Heat Alert announcement criteria and the Governor's Proclamation of Disaster Emergency as shown above.

As a starting point in developing their plans, AAAs should convene meetings with representatives of the following groups to coordinate planning efforts and discuss how older people can best be served during a heat wave: senior centers, housing authorities, nursing and boarding homes, utilities, any organizations that can identify isolated elderly people living alone, transportation systems, and local and county government agencies.

At a minimum, each plan should address the following:

- o Development of an educational program designed to educate staff, volunteers, service providers and the public, especially older people, about the effects of heat stress;
- o To the extent possible, procedures for coordination between the AAA and the County Emergency Management agency and other emergency services;
- o Procedures regarding identification of high risk individuals and how to provide assistance to them;
- o Maintenance of rosters of special needs individuals;
- o When a heat stage alert is issued or the status of a heat stage alert changes, protocols for notifying and coordinating with: housing authorities, nursing homes, personal care boarding homes, domiciliary care homes, utilities, transportation systems and local/county government agencies;
- o Activation of ombudsmen to monitor heat conditions in licensed care-providing facilities; for example, the AAA may choose to maintain a list of care providing facilities within the PSA that are not air-conditioned, and contact those facilities to advise them when a heat warning is issued.

Some examples of specific activities AAAs may wish to include as part of their plans are as follows:

- o Developing local Public Service Announcements to ask local businesses, civic groups and the public to consider donating fans or air conditioners to the AAA for distribution to older people.
- o Issuing appeals for volunteers to:

- deliver and install fans and air conditioners in the residences of older consumers. (Volunteers should receive brief training on the hazards of fans in very hot, unventilated homes and apartments).
 - help remove insulating materials on windows that prevent them from opening properly. The AAA may also want to allow home support personnel to undertake this type of activity.
 - check on an older neighbor in extremely hot weather to ensure that their home/apartment is adequately ventilated.
- o Contacting local senior centers, churches and other air-conditioned facilities to advise them of the special risks that heat poses to older people and to ask that they open their doors as shelters in extreme hot weather.

SPECIAL NOTE #1: The costs for convening meetings under this plan or for providing educational and promotional events on heat or weather related emergencies may be paid for using funds from the PrimeTime health promotion contract.

SPECIAL NOTE #2: As part of their local heat wave plans, AAAs are required to establish protocols related to the postponement or cancellation of the local Senior Games in the event of a heat alert. AAAs which directly oversee the local Senior Games should establish these protocols and include them as part of their plans. Other AAAs should contact representatives from the organizations which sponsor the local Senior Games and, in conjunction with these groups, jointly establish protocols for the postponement or cancellation of the local Senior Games in the event of a heat alert, and include the protocols in their plans.

These protocols are to be presented in the AAA Heat Wave Plan according to Response Stage (Stage I, Stage II and Stage III).

Plan Submission

Each AAA is required to submit two copies of the Heat Emergency Plan to the Department of Aging, Division of Field Operations, by June 30, 1994. This Plan is to be added to the AAA's overall Emergency Management Plan as an Appendix (reference APD #92-22-04). As a general guide, the Plan may follow a format similar to the State's plan (Attached). Please use the attached cover sheet to submit the plan.

Attachment



COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF AGING
Harrisburg, Pa. 17101-2301

FY 94/95 AAA HEAT EMERGENCY PLAN

AAA Name: _____

PSA #: _____

Address: _____

Date of Submission: _____

Name of Contact Person: _____

Telephone Number of Contact Person: _____

Signature of AAA Director

Typed Name of AAA Director

DRAFT

APPENDIX 3

ANNEX J

HEALTH AND MEDICAL SERVICES

HEAT WAVES

1. PURPOSE

- A. To assist Commonwealth municipalities in the prevention of deaths and serious health conditions that are caused by heat waves.
- B. To assign responsibilities and provide guidance for Commonwealth departments/agencies and county emergency management agencies.

2. SITUATION AND ASSUMPTIONS

A. Situation

1. General

Heat waves are deceptive. It often takes three consecutive days of 90 degree + (F) temperatures accompanied by high humidity to create insidious life threatening conditions. The unpredictable nature of heat waves often times leads people to believe that a heat spell may abate at any time. As a result, people fail to take appropriate precautions. Between 1987 and 1992, nearly 100 Pennsylvanians died from causes directly associated with heat.

2. At Risk Populations

The severity of heat disorders tends to increase with age. Population groups that are at risk of becoming casualties from heat waves include:

- a. Those whose physical condition makes them less able to handle heat stress (elderly, children, over/under weight people).
- b. Those who are not able to easily control their environment (dependent persons, emergency workers, shut-ins, urban dwellers, low income people).
- c. Those whose work/leisure activity places them at increased heat stress risk (fire fighters and other emergency workers, construction/utility workers, military personnel, athletes).

- d. Those who are more difficult to reach through ordinary communication channels (live-alones, homeless, non-English speakers, illiterate, culturally/socially isolated).

3. Other Risk Factors

In addition to general demographic characteristics, the following specific factors have been associated with people being at risk of heat related illnesses:

- a. No air conditioning in the home and/or no time spent in air conditioning outside of the home.
- b. Failure to reduce activity and/or increase fluid intake during periods of high heat.
- c. Use of medications and/or alcohol.
- d. Living on second or third floor of an unairconditioned building.
- e. Lack of shade surrounding the residence such as in urban areas.

B. Assumptions

1. The population group most at risk is older people, living alone in non-air conditioned, second or third floor apartments or row houses.
2. With a sound public education program and integration of the emergency management system with community based social service networks, Pennsylvanians will be in an empowered position to minimize injuries due to heat waves.

3. CONCEPT OF OPERATIONS

A. General

Planned community-based responses to heat waves are essential. The networks of providers and institutions that directly serve and interact with high risk populations must be closely involved in the process of learning about hot weather lethality and undertaking measures to minimize the incidence of heat injuries among at-risk groups. Emergency managers at the county level are well situated to assume lead responsibility for the development of local plans for identifying, educating and protecting at-risk population groups during heat waves, but considerable assistance from Area Agencies on Aging (AAAs) and other human resource groups is appropriate and necessary for accomplishing this task.

B. Area Agencies on Aging

Area Agencies on Aging act as the focal point of their communities for aging programs, services and planning. Given that older people constitute a majority of the at-risk population, each AAA will be requested to work closely with its respective county emergency management agency to create a local task force of community agencies, along with consumers and interested parties from the public and private sectors to develop a local county-based heat wave preparedness plan. Such plans are to include strategies to:

1. Identify, educate and protect at-risk population groups such as the elderly.
2. Provide a system of prompt notification and mobilization of agencies.
3. Ensure that rosters of special needs individuals are maintained by service agencies and determine ways in which to contact individuals on such rosters during a heat wave.
4. Ensure that local education campaigns are carried out to minimize the risk of heat related injuries among at-risk population groups.
5. Encourage linkages with other organizations and develop volunteer programs to contact at-risk individuals.
6. Promote the use of volunteer gatekeepers such as neighbors, postal workers, newspaper carriers and landlords.
7. Activate ombudsmen to monitor heat conditions in long-term care facilities.
8. Integrate response actions with the emergency operations centers that serve their communities.
9. Develop distribution points for fans/air conditioners (should they be needed) and make provisions for air conditioned "cool islands".

C. The Pennsylvania Emergency Management System

The Pennsylvania Emergency Management Agency (PEMA) coordinates statewide emergency management programs and assists in the development of county and municipal capacities to effect prompt action in emergency situations. The State Emergency Operations Center (EOC), operated by PEMA, receives advisories and notifications of prevailing and forecast weather conditions from a variety of sources. These communications are both scheduled and exceptional. In the event that the EOC receives validated information to indicate the incipient development or establishment of meteorological conditions associated with high ambient temperatures and humidity anywhere within the Commonwealth, it

notifies other State agencies and PEMA area offices of the equivalent Heat Index event criteria:

RESPONSE ACTIVITY	ALERT ANNOUNCEMENT	HEAT INDEX - EVENT CRITERIA	ISSUE TIME
	ADVISORY	<p><u>Should be issued</u></p> <p>Daytime HI expected to reach 105° F or greater for less than 3 hours and night lows remain greater than 80° F for two consecutive days.</p> <p><u>May be issued</u></p> <p>For daytime indexes of 90° - 105° F with local arrangements.</p>	<p>During and up to 12 hours preceding when event/criteria is met or HI expected to exceed Watch/Warning criteria.</p>
STAGE I	WATCH	<p>Recommend issuance when daytime HI of 105° F is expected for greater than 3 hours/day for 2 consecutive days.</p> <p>OR</p> <p>Daytime HI expected to be greater than 115° F for any length of time.</p>	<p>12-36 hours before heat warning criteria expected to begin.</p>
STAGE II	WARNING		<p>Anytime criteria exceeded but expect issuance will be with about 12 hours lead time.</p>
STAGE III	GOVERNOR'S DISASTER EMERGENCY DECLARATION	<p>Upon recommendation from Heat Task Force members in the State EOC.</p>	<p>As deemed necessary based on prevailing conditions.</p>

* Response activity shall be based upon the National Weather Service Heat Alert announcement criteria and the Governor's Proclamation of Disaster Emergency as shown above.

The EOC initially calls down to the Emergency Preparedness Liaison Officers (EPLOs) assigned to State Heat Task Force Agencies (Tab A), to PEMA area offices and to the Emergency Management

Coordinators (EMCs) resident in the affected counties. This call will serve to alert identified responders and to initiate the heat wave mitigation and response activities associated with the heat index event criteria. The EOC will subsequently notify those other State agencies that may become involved in the response effort.

4. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

The Commonwealth's heat wave response operations will be collaborative. Interdepartmental/agency efforts will focus upon:

1. Public education and health promotion.
2. Community, Aging Network, public and private sector responses.
3. Emergency management systems response.

B. Assignment of Responsibilities

1. Pennsylvania Emergency Management Agency

a. Stage I - Watch

- (1) Obtain heat conditions data.
- (2) Analyze/monitor situation.
- (3) Notify appropriate county EMCs.
- (4) Prepare to provide logistical support for unmet needs.
- (5) Alert Heat Task Force Agencies.
- (6) Review EPI procedures and pre-formatted EBS announcements for heat emergency.
- (7) Coordinate activities for staged implementation.
- (8) Issue situation reports.

b. Stage II - Warning

- (1) Prepare Heat Emergency Declaration, if warranted.
- (2) Notify Heat Task Force Agencies.
- (3) Release/relay Heat Index Advisory message suggesting curtailment of unnecessary outdoor activities.
- (4) Review situation reports from affected county EMCs.
- (5) Arrange to fill reported unmet needs.

(6) Keep all involved informed of heat emergency activities.

c. Stage III - Governor's Disaster Emergency Declaration

(1) Continue to analyze/monitor situation/issue information.

(2) Release HEAT EMERGENCY DECLARATION for approval by the Governor.

(3) Release prepared EBS announcements for heat emergency.

(4) Announce curtailment of nonessential public gatherings, sporting events and other outdoor activities.

(5) Provide logistical support for unmet needs.

(6) Support emergency response activities of Voluntary Organizations Active in Disasters (VOADs), Heat Task Force and other State/Federal agencies.

2. Department of Aging

a. Stage I - Watch

(1) Review heat emergency plan for possible implementation.

(2) Notify AAA/Pennsylvania Council on Aging.

(3) Review relocation assistance plans.

(4) Review protective services procedures/legal authority.

(5) Energize and monitor local call-down networks.

b. Stage II - Warning

(1) Call for input from Community Affairs, urban housing authorities, US Postal Service, VOADs to identify vulnerable individuals/groups.

(2) Dispatch departmental EPLO to the State EOC, as requested.

(3) Coordinate operations with AAAs/Pennsylvania Council on Aging.

(4) Initiate relocation assistance, as appropriate.

(5) Activate protective services, as warranted.

(6) Report problem areas to PEMA.

- c. Stage III - Governor's Disaster Emergency Declaration
Implement departmental emergency plan.

3. Department of Health

a. Stage I - Watch

- (1) Review heat emergency plan for possible implementation.
- (2) Disseminate medical and health information for heat protective actions.
- (3) Assure air conditioning or fans are operational in nursing homes and other facilities for the elderly.

b. Stage II - Warning

- (1) Disseminate/relay official Health Advisories to the media, as necessary.
- (2) Arrange to provide medical and health advise/assistance, as appropriate.
- (3) Monitor conditions at nursing homes and other licensed facilities for the elderly.
- (4) Recommend/emphasize curtailment of physical activities, if warranted by conditions.
- (5) Dispatch Departmental EPLO to EOC, as requested.
- (6) Report unmet needs to PEMA.

- c. Stage III - Governor's Disaster Emergency Declaration
Implement Departmental heat emergency plan.

4. Department of Public Welfare

a. Stage I - Watch

- (1) Review relocation assistance plans for mental health facilities.
- (2) Assure air conditioning is operational in mental health facilities.

b. Stage II - Warning

- (1) Provide Departmental EPLO to the State EOC, as requested.
- (2) Activate relocation assistance plans for mental health facilities, as warranted.

c. Stage III - Governor's Disaster Emergency Declaration

Continue Stage II activities.

5. Department of Education

a. Stage I - Watch

(1) Review heat wave emergency plan for possible implementation.

(2) Disseminate appropriate warnings to school districts and maintain communications with PEMA.

(3) Determine operational status of installed school air conditioning units/fans from school districts.

b. Stage II - Warning

(1) Dispatch Departmental EPLO to EOC as requested.

(2) Provide assistance/support of heat wave emergency operations involving use of designated schools/facilities for mass care purposes.

(3) Coordinate any unmet needs with PEMA.

(4) Curtailment of athletic activities, as appropriate.

c. Stage III - Governor's Disaster Emergency Declaration

Continue Stage II activities.

6. Department of Corrections

a. Stage I - Watch

Review heat protective contingency plans.

b. Stage II - Warning

Monitor conditions at State Correctional Institutions (SCI).

c. Stage III - Governor's Disaster Emergency Declaration

Implement heat wave contingency protective plans.

7. Department of Environmental Resources

a. Stage I - Watch

Monitor air quality and drought potential.

b. Stage II - Warning

- (1) Report to PEMA any water shortages.
- (2) Inspect evacuation centers within DER jurisdiction- assure adequate/sanitary water, sewer, food handling facilities and issue technical advisories to operators of these facilities in coordination with PEMA.
- (3) Inspect public bathing places within DER jurisdiction and issue technical advisories to operators of these facilities in coordination with PEMA.
- (4) Supervise disposal of unsafe prepared foods within DER jurisdiction and issue technical advisories regarding prepared foods in coordination with PEMA.
- (5) Dispatch Departmental EPLO to State EOC, if requested.

c. Stage III - Governor's Disaster Emergency Declaration

- (1) Report air quality, water usage and drought potential to PEMA.
- (2) Coordinate disposal of tainted/unsafe raw foodstuffs with Agriculture.
- (3) Provide technical assistance on sanitation matters to counties on request.

8. Department of Agriculture

a. Stage I - Watch

Monitor the situation.

b. Stage II - Warning

Issue Hot Weather Advisory to farmers (livestock/crops/ personal safety).

c. Stage III - Governor's Disaster Emergency Declaration

Continue Stage II activities.

9. Public Utility Commission

a. Stage I - Watch

Monitor the situation.

b. Stage II - Warning

- (1) Monitor power consumption.

- (2) Consider billing delays/relief options for the needy.
 - c. Stage III - Governor's Disaster Emergency Declaration
Continue Stage II activities.
- 10. American Red Cross
 - a. Stage I - Watch
Monitor situation.
 - b. Stage II - Warning
 - (1) Staff Mass Care Centers as requested.
 - (2) Augment staff at care centers for 24 hour use.
 - (3) Provide nursing assistance at private centers.
 - (4) Report activities.
 - c. Stage III - Governor's Disaster Emergency Declaration
Continue Stage II response activities.
- 11. Area Agencies on Aging
 - a. Stage I - Watch
 - (1) Review all AAA responsibilities in the plan.
 - (2) Coordinate with county emergency management agency and other key local human service agencies to review local plan and ensure actions to identify and educate at-risk population groups.
 - (3) Implement appropriate actions as per plan and request needed resources.
 - (4) Report activities to Department of Aging after coordinating with county emergency management agency.
 - b. Stage II - Warning
 - (1) Fully implement Aging response actions as per plan; such as directing resources to provide transportation to "cool islands" at Senior Centers and other locations, activation of intensive education efforts to ensure that older people understand the dangers of high heat conditions, initiation of Ombudsman monitoring of heat levels at nursing homes and other facilities, and activation of volunteer groups.

- (2) Update roster of at-risk clientele and ensure that contact is made with such individuals.
 - (3) Coordinate monitoring of most vulnerable by gatekeepers, urban housing authorities, VOADs.
 - (4) Coordinate any contemplated evacuation requirements with county EMA.
 - (5) Report activities daily to Department of Aging.
- c. Stage III - Governor's Disaster Emergency Declaration
- (1) Sustain emergency response activities.
 - (2) Communicate support requirements to county EMA and report by exception significant non-routine events.
12. County Emergency Management Agencies
- a. Stage I - Watch
- (1) Review plans for providing heat emergency assistance.
 - (2) Alert EOC staff, as appropriate.
 - (3) Notify support organizations and the public, as necessary.
 - (4) Initiate response coordination with AAA.
- b. Stage II - Warning
- (1) Selectively mobilize EOC staff.
 - (2) Coordinate with appropriate ARC chapters, opening of air conditioned mass care shelters, as needed.
 - (3) Activate community support organizations as necessary.
 - (4) Report unforeseen/unmet needs to PEMA.
 - (5) For Allegheny, Bucks, Chester, Erie, Montgomery and Philadelphia counties: exercise DER-delegated sanitation regulation enforcement for their respective jurisdictions and provide technical support to their county EMAs in lieu of DER.
- c. Stage III - Governor's Disaster Emergency Declaration
- (1) Initiate 24-hour EOC operations for duration of the heat emergency.

(2) Report status of actions taken and situational information to PEMA.

5. ADMINISTRATION AND LOGISTICS

A. Administration

1. Administrative Processes

To the extent consistent with law, no administrative process of any State agency, department or other political jurisdiction will be permitted to interfere with the timely accomplishment of the specified heat emergency response activities enumerated in this appendix. These operations have been deemed as essential for the prevention of heat related injuries or loss of life during heat waves.

2. Continuity of Government

State/county departments and agencies with heat wave operational responsibilities will continue their routine, normal practices and procedures during heat emergencies to the extent practicable. In the event a department or agency or county EMA must suspend or reduce regular services as a consequence of heat emergency response over commitment, PEMA must be immediately advised.

B. Logistics

Reserved

6. AUTHORITY AND REFERENCES

A. Authority

35 Pa. C.S.A. 7101 et seq, as amended

B. References

Heat Wave Task Force Preliminary Report, August 1993

7. DEFINITIONS

Not used

TAB:

A: State Heat Task Force Agencies