

(City and/or County) Care and Shelter Plan Template

Introduction

The (City and/or County) mass care and shelter plan is a team effort which includes the (City and/or county) and the local American Red Cross (ARC). Mass care and shelter is an organized way of providing safe havens for large numbers of people temporarily displaced from their dwellings by natural, technological or man-made emergencies or disasters. This plan is specifically designed to address the need for temporary shelter during large scale emergencies and/or major disasters. This plan does not apply to day-to-day emergencies.

Purpose

The purpose and objectives of this plan are to:

- ◆ Define the collective and individual responsibilities of city and/or county government agencies or departments responding to or acting in support of mass care and shelter services.
- ◆ Establish lines of authority and communications in support of this plan's implementation.
- ◆ Describe the activation and operations of the Emergency Operations Center (EOC).

Authorities

The following authorities assign specific responsibilities during a major disaster:

1. By Congressional Charter, the American Red Cross is chartered to undertake activities for the purpose of mitigating human suffering caused by all natural disasters and emergencies.
 - ◆ In times of major disasters or other emergencies, the ARC shall work with the (delegated city department) or the County Department of Human/Social Services to provide staff with the skills and training most readily adaptable to both local and ARC response and relief programs.
2. California State Emergency Plan

The provision of emergency services falls within the authority of the State-supervised, and County-administered public social services. In case of a duly proclaimed state-of-local- emergency, state of emergency, state of war emergency, public employees are considered disaster service workers.

(California Labor Code section 3211.92 and California Government Code Section 3100 et seq) Disaster service workers may support mass care and shelter.

3. California Code of Regulations, Title 19, Division 2, Chapter 1 the Standardized Emergency Management System Regulations (SEMS). Mandated by Senate Bill 1841. The law is in Section 86970 (a) and Section 88606 (b).
4. (Appropriate local ordinances, Memorandums of Understanding, Statement of Operational Relationships or other pertinent rules or agreements).
5. The California Natural Disaster Act. The act has funds which local government may apply to assist in offsetting emergency response cost.
6. The Robert T. Stafford Act (Public Law 93-288 as amended in 1988). Access to this assistance requires a presidential declaration of an emergency or a major disaster. The request for a federal declaration can only be requested by the Governor and may only be granted by the president. Local Boards of Supervisors may request the Governor to declare all or parts of their jurisdictions "disaster areas" which if approved will allow them to seek funds from the California Natural Disaster Act and/or federal disaster assistance.

Pre-Disaster Planning

Office of Emergency Services

The primary mission of the Office of Emergency Management or Services is to coordinate response, relief and initial recovery operations during multiple jurisdictional and/or multiple agency emergencies or disasters.

- ◆ The County and City each maintain a *full-time* (may not be the case in all jurisdictions) Emergency Operations Director. In Most Cities, this job is delegated to the Police Department. In most Counties it is the responsibility in the Sheriff's office.
- ◆ The Director of Emergency Operations (The County Executive or his/her appointed successor) shall direct the activities of all emergency services. This authority also applies to pre-emergency planning and post emergency activities.

Standardized Emergency Management System (SEMS)

SEMS is designed to provide uniform guidelines in responses to emergencies involving multiple jurisdictions and/or multiple agencies. *SEMS requires that State agencies and Departments use it. SEMS is styled after several systems that predated its mandate into law. Some of these systems include the Incident Command System, used by firefighters and the multi-agency response model, which SEMS replaced. Local Government is not required to use it. However, not using it may cost non-conforming jurisdictions and agencies some state financial participation. Information on training and SEMS policies may be obtained from the Governor's Office of Emergency Services.* Using the SEMS system, The Director of the Department of Human/social Services is the Mass Care (MCS) and Shelter Branch Coordinator. The Coordinator or his/her delegate will staff the County Emergency Operations Center (EOC) and be responsible for the supervision of its staff and operations. The MCS coordinator will work closely with schools, local government, local volunteer agencies and other supporting city/county departments to ensure coordination of MCS efforts.

Emergency Operations Centers (EOC)

The EOC is the location in which the County Office of Emergency Services coordinates the response of multi-jurisdiction and/or multi-agency responders during large-scale emergencies or disasters. During large-scale emergencies or disasters, the EOC is the command and control point for various governmental responding agencies.

Staffing the EOC

The MCS branch requires (at minimum):

- ◆ A Branch Coordinator
- ◆ A plan to staff the EOC 24 hours a day for prolonged periods.
- ◆ A plan to staff each of the five SEMS functions.
- ◆ A plan to administratively support assigned staff.

Optional Staffing

- ◆ The development of a “standing” pre-trained MCS response team composed of full-time City/County Employees.

Emergency Response Information Management System (RIMS)

RIMS is a statewide automated system which is used by the State, Counties (Operational Areas) and cities to track general information, rapidly changing situations, over all conditions and track request for mutual aid assistance.

The MCS branch Coordinator is responsible for collecting and providing required information on a timely basis to the EOC Operations Director and the Department of Human/Social Services Operation Center (DOC).

Department Operations Center (DOC)

The DOC is the location where department executives, managers and staff support the activities of EOC staff and overall MCS response efforts. The MCS Coordinator or his/her delegate is the DOC Director. The director is responsible for coordinating and supporting all MCS operations.

DOC Staffing

- ◆ As appropriate to response conditions and anticipated conditions.

Delegation of Responsibilities

- ◆ The director or his/her staff will maintain an up-to-date personnel roster, insure communications, maintain an alert system and insure that staff are adequately trained and properly supported once deployed.
- ◆ City/County Ordinance may identify or delegate all or some employees as “disaster workers.” If so, list expectations.

Assignments

Management and Staff may be assigned to:

- ◆ Other offices and/or outstations.
- ◆ ARC shelter facilities as managers or workers.
- ◆ The EOC.
- ◆ The DOC.
- ◆ Other duties not covered by collective bargaining or management contacts.
- ◆ Other agencies providing services to emergency and/or disaster survivors.

Duties

Staff - regardless of personnel classification - may be required to:

- ◆ Participate in pre-disaster coordination tasks with the ARC.
- ◆ Assist ARC designate and confirm shelter sites.

- ◆ Facilitate the opening and closing of shelters as deemed necessary by the EOC and ARC.
- ◆ Provide logistical support to shelters as requested by the EOC and/or ARC.
- ◆ Coordinate with City/County animal control agencies.
- ◆ Manage ARC shelters in conjunction with or independent of the ARC.
- ◆ Provide sign language speakers for the hearing impaired and appropriate translation services to non-English speakers.
- ◆ Observe Americans with Disabilities guidelines and laws.
- ◆ Assist County public health establish disaster medical shelters.
- ◆ Coordinate all relevant social services in support
- ◆ Report to department and/or EOC management in a timely manner all relevant information critical to MCS operations.
- ◆ Coordinate congregate feeding with ARC, The Salvation Army and other volunteer agencies.

Non-Government Agencies

ARC

Plan to work with the local Red Cross. If the Red Cross opens a shelter in your city or operational area, they will pay for the cost. It may be to your advantage to plan on supporting Red Cross shelter operations in your city with personnel and supplies.

Developing a strong, cooperative working relationship with your local Red Cross chapter is important. Make it a point to meet regularly with your Red Cross disaster services staff. They will help you develop and exercise your plan and will help train your employees.

Following a disaster, support and work with your local Red Cross Chapter to select and open shelters and to access needed resources.

Negotiate a written agreement with the local Red Cross Chapter(s) that spells out how you will help one another open shelters, establish mass feeding sites and obtain needed resources during an emergency or following a disaster.

The Salvation Army

The Salvation Army maintains a large fleet of mobile food services canteens that on short notice can be deployed to disaster areas. The Salvation Army is willing to feed both disaster survivors and disaster service workers. The Salvation Army also distributes personal comfort and clean up kits, clothing and will assist in some cases with minor clean up. You may want to consider developing a written cooperative agreement.

Not-For-Profits

Many not-for-profit human service providers are “default” emergency response and relief workers. These providers deal day-to-day with the needs of society from providing supplemental food to senior citizens to harboring domestic violence victims. A disaster for many individuals and families in crisis is just another layer of unwelcome stress. Selfless not-for-profits, following a disaster, can be counted on to pitch in, even if it threatens to exhaust their annual budgets.

The Faith Community

Consider making the faith community members of your emergency response and disaster recovery team. Like not-for-profits, the faith communities are “default” disaster workers. During times of emergencies and disasters, the faith community will respond. The faith community has a large base of volunteers and some have financial resources they can use to assist disaster survivors meet their serious unmet needs. Some members of the faith community, such as the Mennonites, will help survivors rebuild their destroyed or damaged dwellings.

Contracting For Services

You may contract with not-for-profits prior to a disaster. Some not-for-profits, many times referred to as “Community based organizations,” have learned the hard way that government cannot help them recover their cost for services rendered without pre-disaster contracts. Funds may be available to cover the cost of contracted emergency human services from the California Natural Disaster Act fund. It is possible for City and County Government to recoup the cost of these contracts. Check with the Governor’s Office of Emergency Services Public Assistance Branch for additional information. Consider making not-for-profits a member of your emergency response and disaster recovery team.

Training

Staff assigned to assist with managing shelters should, at a minimum, receive the following ARC training:

- ◆ “Introduction to Disaster Services.”
- ◆ “Mass Care – An Overview.”
- ◆ “Shelter Operations.”
- ◆ Basic SEMS Training (available from State OES on VHS videotape).
- ◆ ARC basic first aid.

Emergency Operation Center staff should receive:

- ◆ SEMS Training (Available from State OES).
- ◆ RIMS Training (Available from State OES).

SEMS Planning Considerations

Large-scale Evacuations

The Governor’s Office of Emergency Services in conjunction with the California Department of Social Services, has developed protocols for large-scale evacuations that require the movement of evacuee’s from/or between jurisdictions and/or operational areas. Copies of the report are available on request from the State OES Planning, Training and Assistance and Branch (PTAB). Please call Sharron Leao at (916) 464-3278 or by Internet E-mail at sharron_leao@oes.ca.gov.

Medical Shelters

The State Emergency Medical Services Authority in conjunction with the Governor’s Office of Emergency Services has developed recommendations and proposed standards for medical shelters. The report is available from the State Emergency Medical Authority. Please call Ms. Laura Venegas at (916) 322-4336. or by Internet e-mail at laura.venegas@emsa.ca.gov.

Disaster Operations

Care and Shelter Branch Coordinator

The Care and Shelter Branch Coordinator is responsible for the implementation of this plan. The Care and Shelter Branch Coordinator is the principal link to other city and/or county departments.

The Care and Shelter Branch Coordinator has the responsibility of communicating these activities directly to the County OES and other responding agencies. Other responsibilities include the determination of care and shelter needs in the operational area, preparation of action plans listing objectives to be accomplished, formulation of strategies to achieve the objectives as well as the advance planning considerations. The Care and Shelter Branch Coordinator must be aware of all mass care activities conducted in the operational area in order to make accurate assessments and to be able to identify new and continuing needs within the operational area.

The Care and Shelter Branch Coordinator shall recommend when care and shelter activities can be managed by the ARC and local government assistance is no longer needed.

Shelter Operations

The American Red Cross is the point-of-service care and shelter provider. In The event the ARC cannot provide this service the Care and Shelter Branch Coordinator will make arrangements to provide this service. Otherwise, the Care and Shelter Branch Coordinator will make all efforts to support ARC sheltering operations.

- ◆ In the event the ARC cannot open shelters, the Care and Shelter Branch Coordinator will open shelters;. In this case, the shelters will be operated in accordance with the policies and procedures defined in the ARC 3000 series. Staff pre-identified for shelter duty shall receive training consistent with ARC 3000 standards.
- ◆ Supervisory staff assigned to Care and Shelter operations shall receive and maintain shelter manager kits
- ◆ City/county vehicles shall be used to support operations. In cases where county vehicles are not available, rental vehicles should be available from local sources.

- ◆ Shelter security may be provided from one of the following sources:
 - Department of Human/Social Services private security contracts will specify that when needed the contractor will provide security to shelters during emergencies or disasters.
 - Request for Security to the City Police or County Sheriff.
 - Activation of fraud investigators or other sworn peace officers within City or County government.

Outside of this plan the American Red Cross will open shelters when the need is apparent. They will respond to requests for assistance from local fire, law enforcement or other government entities.

Mutual Aid

The California emergency system is built upon the California Emergency and Civil Defense Master Mutual Aid Agreement. Most cities and counties are signatories to this agreement. The agreement states that mutual aid is freely given without either the giver or receiver expecting reimbursement. The system is designed to ensure that additional resources are made available to a jurisdiction when their own resources are nearing exhaustion. Mutual aid is a voluntary system. The Governor can make it mandatory under a state of emergency. This has never happened. Requests for mutual aid is to be made first to the EOC Operations Chief, the request will then be passed to the State REOC. Depending upon the size and magnitude of the disaster the state may elect to request federal assistance and ask for the implementation of the Federal Response Plan.

Record Keeping

An accurate record keeping and tracking system of staff temporarily assigned to emergency functions during a disaster is imperative. These records may be requested from City or County fiscal management offices to substantiate reimbursable costs claimed against the state or federal government relief programs.

Record collection should include:

- ◆ Classification.
- ◆ Disaster Assignment.
- ◆ Date and place assigned.
- ◆ Specific work performed.

- ◆ When release from temporary disaster assignment.
- ◆ Days and hours worked.
- ◆ Cost related to travel. Include transportation, lodging and meals.
- ◆ Purchases of supplies, equipment or services.

Public Information

During disasters, members of the news media will try and interview disaster workers or survivors inside shelters. Shelter staff may speak to the news media regarding activities within shelters. These interviews should be conducted using ARC media guidelines. These guidelines include:

- ◆ The shelter manager will first approve all interviews.
- ◆ Staff may only give answers concerning their assignment.
- ◆ Staff may not guess at information, but give only facts.
- ◆ Disaster clients will not be shown on television or interviewed without their permission. Interviews when possible, should be conducted outside of the shelters as not to interfere with others. Staff will not discuss operations, except in the location in which they are assigned. Any questions regarding the overall care and shelter operation should be directed to the City or County Public Information Officer.

After Disaster Operations

Employee Debriefing

All employees who work on disaster assignments should be debriefed as to their experiences and the results of these job debriefings will be included in the mandatory After Action Report prepared by the Care and Shelter Branch Coordinator.

After Action Report

Following all major emergencies or disasters, the Care and Shelter Branch Coordinator will prepare an After Action Report which will be forwarded to the City/County Office of Emergency Services. The report shall include:

- ◆ A brief description of the event.
- ◆ A brief description of the Department of Human/Social Services role in the event.
- ◆ The impact on department operations.
- ◆ Lessons learned.
- ◆ A corrective Action plan.

Draft

Plan Review and Revision

All plans are dynamic. No plan can be expected to address every potential problem or prescribe the correct action. However, all plans should be reviewed annual and updated accordingly. When the plan is updated, it should be given to the City/County Office of Emergency Services and a copy forwarded to the:

California Department of Social Services
Disaster and Safety Services Bureau
744 P Street MS 19-43
Sacramento, CA 95814