



Guidelines for Inter-County Sheltering Caused by Large- Scale Evacuations of People

**Approved by the Standardized Emergency Management
System (SEMS) Technical Group on September 21, 2000**

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FINAL DRAFT

GUIDELINES FOR INTER-COUNTY SHELTERING CAUSED BY LARGE-SCALE EVACUATIONS OF PEOPLE

INTRODUCTION

Background

The Winter Storms of 1997 resulted in severe flooding throughout the State and the evacuation of more than 150,000 people from their communities. This evacuation created the single largest sustained movement of disaster victims in California, and included the virtual abandonment of two entire rural counties. More than half of those evacuated sought emergency housing in local shelters.

In response to concerns raised by the flooding, the Care and Shelter Specialist Committee, in cooperation with other interested agencies, developed the following draft guidelines for shelter operations for large-scale inter-county evacuations of people.

Care and Shelter Specialist Committee The Care and Shelter Specialist Committee is an advisory committee established as part of the Standardized Emergency Management System (SEMS) maintenance system to provide technical information and advice to the SEMS Technical Group and the SEMS Advisory Board.

Purpose

The purpose of the guidelines is to:

- Increase the capability of local governments to develop a plan of action to effect shelter operations in a large-scale evacuation between counties, and
 - Encourage the development and employment of mechanisms to obtain resources with the support of state agencies, private non-profit organizations, and the federal government.
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“Large-Scale” Defined

The definition of large-scale evacuation will depend largely on the relationship between population density and the number of people evacuated in a specific geographic area.

For the purposes of this document, large-scale evacuations can be defined as 10,000 or more people. However, depending on the geographic area in the State, a significantly lesser number may represent a large-scale evacuation.

INTRODUCTION

Continued

Assumptions

These guidelines are written to address large-scale inter-county sheltering of people. They do not address animal evacuations or sheltering, nor do they thoroughly cover medical evacuation and sheltering.

Animals The California Department of Food and Agriculture (CDFA) is the lead state agency for the evacuation and sheltering of animals, both livestock and pets. CDFA is coordinating a statewide response in concert with other state and local government agencies, as well as private organizations. This collaborative effort will result in a plan that will direct the operations for animal care during disasters.

Medical The guidelines address medical evacuation and sheltering only in general terms. Information on medical evacuations and cost recovery are being addressed by the Shelter Medical Specialist Committee and will be included in the Committee’s final report.

These guidelines are based on the following five assumptions.

1. When evacuations are carried out.

Large-scale evacuations are generally carried out when the conditions of imminent peril exist in the area and the population must be evacuated in order to protect life and property. Generally, local government will have exceeded its capacity or ability to shelter its residents, and outside resources will be required to assist in the emergency or disaster when: adequate shelters are inaccessible or unavailable, and/or the OA’s resources and capabilities are exhausted.

2. Cities and special districts.

This document begins with actions taken at the Operational Area level. It does not directly address the involvement of county or city governments or special districts.

Cities and special districts are expected to work with the Operational Area Councils for planning purposes and through the OA EOC on any incidents or to make resource requests.

INTRODUCTION

Assumptions (Continued)

3. When Guidelines are initiated.

The actions outlined in this document begin at the time the emergency is occurring and are carried out at the Operational Area level. Ideally, the following activities have occurred prior to initiating the actions detailed within these guidelines:

- The State assumes that local government has taken all necessary actions to shelter the evacuees prior to requesting assistance from the State.
- Local government has responded to the sheltering needs by activating its emergency response plan and response teams.
- Local government has called upon its local resources, implementing mutual aid and cooperative agreements for additional services and personnel for sheltering.

For example, local government may enter into agreements with private entities to provide for care and shelter services, such as entering into a Memorandum of Understanding with the American Red Cross to set up and operate shelters on behalf of local government.

- Local government will seek agreements with adjacent jurisdictions that allow for cooperative sheltering consistent with the Emergency Services Act and the Master Mutual Aid Agreement.
 - Local government has established its emergency organization for sheltering.
 - The local government, through its EOC, requests assistance for sheltering from the OA.
 - The sheltering requirement has overwhelmed local government's resources and capabilities and assistance is required from outside the OA.
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INTRODUCTION

Assumptions (Continued)

4. Planning actions for medical operations.

The following are, ideally, some planning actions that occur when developing a concept of operations to provide health care to evacuees in a shelter facility.

- Local government develops an agreement with the ARC so that medical health agencies can ensure health care at medical treatment units/temporary infirmaries.
- Local government identifies preferred sites for temporary infirmaries in coordination with all necessary agencies.
- Local government develops personnel and supply resource lists to support shelter healthcare operations.
- The Regional Disaster Medical Health Coordinator (RDMHC), in cooperation with the OA, American Red Cross, Department of Health Services, Emergency Medical Services Authority, and Department of Social Services, assists in identification of facilities within each mutual aid region which are appropriate for health care support of large-scale inter-county evacuations.
- Emergency Medical Services Authority, Department of Health Services, and Department of General Services identify potential state personnel and supplies for support of shelter health care operations.

5. Updating the Guidelines.

The Care and Shelter Specialist Committee, as part of its ongoing work on care and shelter issues, will periodically review and update these Guidelines to ensure that the information contained herein remains accurate and timely.

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CONTENTS

Table of contents The guidelines are organized into the four sections in the table below. Each section contains the following information:

1. What is to be done?
2. Who performs the action?
3. How is it done?
4. When is it performed?
5. Where is the action performed?
6. Why is the action performed?

Section	Topic	Page
I.	Initial Emergency or Disaster Conditions <ul style="list-style-type: none">· A. The Operational Area Determines The Operable Shelter Capacity Within the OA Boundary Is, Or Is Expected To Be, Exceeded.· B. The Operational Area Develops Or Implements A Shelter Plan For Large-Scale Inter-County Sheltering.	6
II.	Initiation of Resource Requests <ul style="list-style-type: none">· A. OA Requests Support From The Regional Emergency Operations Center Or Adjacent Jurisdiction For Additional Shelter Resources Outside the OA.· B. The REOC Coordinates Resource Requests.	10
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I. INITIAL EMERGENCY OR DISASTER CONDITIONS

A. The Operational Area Determines That The Operable Shelter Capacity Within The OA Boundary Is, Or Is Expected To Be, Exceeded.

What Is To Be Done The OA, in coordination with local EOCs, gathers and evaluates information on the shelter capacity when the number of residents evacuating from an OA is expected to exceed the sheltering capacity in the OA.

Who Performs The Action The OA EOC.

How Is It Done The OA works with local government EOCs and agencies such as the American Red Cross (ARC), The Salvation Army (TSA), schools, community based organizations, interfaith organizations, and churches to determine sheltering capacity within the OA.

The OA should assess its resources and identify:

- the private or public facilities available to be used,
 - the anticipated need, and, based upon that assessment,
 - the specific outside assistance that may be needed.
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When Is It Performed When the number of residents evacuating from an OA is expected to exceed the sheltering capacity in the OA.

Shelter Capacity

The OA can determine sheltering capacity by surveying the situation: identifying existing and potential shelter capacity, projecting evacuation population, and areas potentially subject to evacuation. Community based organizations can help in this regard by providing intelligence on the needs of their populations to the OA.

Issues to consider in determining shelter capacity can include:

- acceptable shelter sites
 - qualified people to staff shelters (including food service, health services, mental health services, mass care specialists)
 - food or food systems to support shelters
 - cots, blankets, etc. to support shelters
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I. INITIAL EMERGENCY OR DISASTER CONDITIONS

A. The Operational Area Determines That The Operable Shelter Capacity Within The OA Boundary Is, Or Is Expected To Be, Exceeded. (Continued)

Where Is The Action Performed

The action is performed in the OA EOC.

Why Is the Action Performed

To determine when shelter capacity is expected to be or will be exceeded within the OA.

I. INITIAL EMERGENCY OR DISASTER CONDITIONS

B. The Operational Area Develops Or Implements A Shelter Plan For Large-Scale Inter-County Sheltering.

What Is To Be Done Develop and implement a shelter plan to ensure a safe and coordinated sheltering operation, including the medically fragile population, in a large-scale inter-county evacuation.

For more Information

For additional information refer to the following documents:

- Shelter Medical Report: Evacuation, Care and Sheltering of the Medically Fragile
 - Emergency Services Act
 - Master Mutual Aid Agreement
 - Legal Guidelines for Flood Evacuations
 - Legal Guidelines for Restricting Movement of People and Property
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Who Performs The Action

The OA EOC develops and implements a shelter concept in cooperation with:

- American Red Cross
 - The Salvation Army
 - Governmental Organizations
 - Community Based Organizations
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How Is It Done

The Operational Areas and Regional Emergency Operations Center (REOC) evaluate the impact of the evacuation of large numbers of people by both their origin and destination. Sources for information include, but are not limited to:

- Planning & Intelligence Section Situation Reports
 - American Red Cross reports
 - County Department of Social Services information
 - Adjoining counties reports
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Local Declarations.

Local disaster proclamations should be completed by the city and/or county directly impacted by the disaster that required large-scale inter-county sheltering operations.

I. INITIAL EMERGENCY OR DISASTER CONDITIONS

B. The Operational Area Develops Or Implements A Shelter Plan For Large-Scale Inter-County Sheltering.

Local Declarations (Continued)

When a county and/or city outside the disaster area is severely impacted by arriving evacuees, the receiving jurisdiction may consider proclaiming a local emergency through their authority, or may request OES to ask the Governor to include their county and/or city as part of an existing State of Emergency Proclamation or Federal Declaration as appropriate.

Responding under the auspices of the Emergency Services Act (i.e. responding under a local emergency or State of Emergency) allows the responding local government and its employees to receive immunity protection for its emergency-related activities.

When Is It Performed

As disaster conditions dictate.
As directed by the activation of a local emergency plan.

Where Is The Action Performed

The action is performed in the OA EOC.

Why Is The Action Performed

To protect the life, health and safety of the evacuated population.

II. INITIATION OF RESOURCE REQUESTS

A. OA Requests Support From The Regional Emergency Operations Center Or Adjacent Jurisdiction For Additional Shelter Resources Outside The OA.

What Is To Be Done The OA evacuating the people makes a request to the REOC for additional shelter support outside of their OA. Consistent with one of the assumptions listed in the introduction of the Guidelines, local government is encouraged to seek agreements with adjacent jurisdictions that allow for cooperative sheltering between OAs. Therefore, an OA may activate a pre-existing agreement with another OA for additional shelter resources and notify the REOC of this action.

Who Performs The Action The OA EOC makes the request to the REOC or adjacent jurisdiction with whom they have a sheltering agreement.

How Is It Done The OA will request assistance from the REOC or adjacent jurisdiction with whom they have a sheltering agreement. When a pre-existing agreement with another OA for additional sheltering resources is activated, the REOC is notified to ensure the effective coordination of Regional resources.

When Is It Performed The OA has exhausted or expects to exhaust its sheltering capacity.

Where Is The Action Performed The action is performed at the OA EOC and the REOC.

Why Is The Action Performed The OA has exhausted or expects to exhaust sheltering capacity.

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II. INITIATION OF RESOURCE REQUESTS

B. The REOC Coordinates Resource Requests.

What Is To Be Done	Coordinate resource requests. <hr/>
Who Performs The Action	SOC/REOC in coordination with local, state, and federal government. <hr/>
How Is It Done	<p>The OA requests resources through the REOC.</p> <p>Requests between mutual aid regions are coordinated by the REOC as follows: Southern REOC (Mutual Aid Regions I & VI); Coastal REOC (Mutual Aid Region II); Inland REOC (Mutual Aid Regions III, IV, and V).</p> <p>Requests between REOCs and for federal assistance are coordinated by the SOC.</p> <p>The REOC tasks state agencies and coordinates with the local government mutual aid system to meet the resource requests. The REOC/SOC will coordinate statewide/inter-Regional resource availability.</p> <p>Specifically, the REOC will:</p> <ol style="list-style-type: none">1. Coordinate the provision of local government inter-OA mutual aid resources.2. Task state agencies.3. Identify private resources the OA can use.4. Request federal assistance through the SOC. If necessary, the SOC will forward to FEMA federal resource requests for assistance. <hr/>
When Is It Performed	Upon request from the OA. <hr/>
Where Is The Action Performed	The action is performed in the SOC/REOC. <hr/>
Why Is The Action Performed	The OA has exhausted or expects to exhaust sheltering capacity and has requested sheltering assistance. <hr/>

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III. RESPONSE

Upon Request Of The Impacted Operational Area Or The State, Through SEMS, The State And OAs Provide Sheltering Support To Impacted Counties.

What Is To Be Done Provide access to additional sheltering resources when impacted OAs' sheltering resources are overwhelmed.

Note: With regard to state assistance to the receiving OA, for any resource that the OA needs that it cannot obtain locally (either publicly or privately), the REOC will assist by contacting state agencies and other OAs.

Who Performs The Action Requested state agencies and all nearby OAs, ARC, TSA, the federal government, and others.

How Is It Done **Option 1** Impacted OA EOCs contact adjacent jurisdictions when the need for cooperative sheltering is anticipated. The REOC is to be notified that this request is being made to ensure the coordination of Regional resources.

In a very large evacuation, establishment of regional evacuation centers may be necessary to remove people from harm's way.

Upon request of the OA, the State implements regional shelter operations, which may include the following:

1. Contacting other OAs for assistance under the Master Mutual Aid Agreement.
2. Setting up shelters operations at State Agricultural District Fairgrounds.
3. Requesting through FEMA federal assistance--ESF-6.

Option 2 The REOC, in coordination with the Department of Social Services and ARC, may identify state and federal facilities to assist care and shelter operations after the evacuation of the impacted OAs.

Option 3 The REOC makes a request to the SOC for alternative sheltering from FEMA.

III. RESPONSE

Upon Request Of The Impacted Operational Area Or The State, Through SEMS, The State And OAs Provide Sheltering Support To Impacted Counties. (Continued)

When Is It Performed

Upon request for care and shelter assistance from an OA once all sheltering resources available to the OA have been exhausted.

Where Is The Action Performed

Within available OAs with available shelter resources.

Why Is The Action Performed

The OA has exhausted or expects to exhaust its sheltering capacity.

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IV. FINANCIAL MANAGEMENT

What Is To Be Done	Obtain reimbursement for care and shelter operations. Providing appropriate funding to support individuals for temporary housing is not part of the mass care and sheltering of evacuated populations.
Who Performs The Action	Local government, state agencies, and other eligible entities.
How Is It Done	Financial Management Utilize appropriate methods for cost recovery for care and shelter operations for inter-county evacuations during local emergencies, State of Emergency, and Federal Declarations. <i>State assistance: NDAA</i> Certain associated response costs for care and shelter operations incurred by the jurisdictions providing assistance may be recoverable under the Natural Disaster Assistance Act (NDAA)(Govt. Code section 8680 et seq.) when a State of Emergency has been proclaimed. <i>Federal Assistance</i> Certain associated response costs for care and shelter operations incurred by the jurisdictions providing assistance may be recoverable under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USCA section 5121 et seq.), when there is a Presidential Declaration. <i>Medical Operations.</i> For information about cost recovery specifically related to the evacuation and transportation of the medically fragile, refer to the <i>Shelter Medical Report: Evacuation, Care and Sheltering of the Medically Fragile</i> prepared by the Shelter Medical Specialist Committee.

IV. FINANCIAL MANAGEMENT

Continued

Two methods related to the financial management of care and shelter operations are discussed below:

1. The local government develops agreements in advance, and, if applicable, employs method #2 below.
 2. Local government jurisdiction receiving the service submits a Damage Survey Report (DSR) for costs on state proclaimed disasters and a Project Worksheet (PW) for costs on federal declarations.
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No Guarantee for Reimbursement

Keep in mind that following the two methods outlined below in no way guarantee reimbursement for care and shelter operations under existing state and federal assistance programs. Rather, they represent current best approaches to seeking reimbursement through these assistance programs.

1. Develop Agreements.

Develop agreements in advance between jurisdictions and/or agencies that may give and/or receive care and shelter services (i.e., ARC, The Salvation Army, community-based organizations, medical facilities, and health care providers).

At a minimum, consider the following when drafting an agreement:

- The agreement is written and in effect prior to the disaster.
 - The agreement does not contain a contingency clause, i.e. "payment will be provided only upon receipt of funding from FEMA."
 - The entity requesting cost recovery has the legal responsibility for the activity or cost.
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2. Submit Costs.

The local government jurisdiction **receiving** the service submits a Damage Survey Report (DSR) for costs on state proclaimed disasters and a Project Worksheet (PW) for costs on federal declarations.

Jurisdictions and/or agencies **providing** the service submit costs for the aid provided to the local government jurisdictions that receive the service.

IV. FINANCIAL MANAGEMENT

Document costs

It is essential that those providing the services maintain logs, time sheets,

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and other documentation necessary to support their request for state or federal cost recovery for shelter costs.

When Is It Performed

Develop agreements prior to events.
Submit DSR or PW for aid costs during recovery.

Where Is The Action Performed

This varies with each method, and may include special districts, cities, counties, and state government, as well as certain non-profit organizations.

Why Is The Action Performed

To recover reasonable and accepted extraordinary costs due to inter-county shelter operations during an emergency or disaster.

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