

# Mass Care and Shelter Plan

Sacramento Office of Emergency Services

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A Supporting Annex to the Sacramento County Emergency Operations Plan



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## 1.0 GENERAL MASS CARE AND SHELTER

### 1.1 INTRODUCTION

The Mass Care and Shelter Plan is an plan to and supports the Sacramento County Emergency Operations Plan (EOP). This plan outlines Sacramento County’s planned response for mass care and shelter associated with large-scale disasters. This plan includes discussions regarding general mass care and shelter, large venue sheltering, medically fragile sheltering, mental health concerns, people with access and functional needs (PAFN), and animal sheltering. It is the intent of this plan to create a framework for a mass care and shelter event within existing statutory obligations and limitations. This plan does not apply to normal day-to-day emergencies rather; it focuses on catastrophic events that can generate unique situations requiring unusual responses.

### 1.2 PURPOSE

The purpose of this plan is to define the organization, operational concepts and responsibilities to provide overall mass care and shelter within Sacramento County. This plan is applicable to all locations and to all agencies, departments, and personnel within Sacramento County having emergency mass care and shelter responsibilities.

Tasks identified in this plan are to be addressed on an as needed basis and are not dependent upon the formal activation of the Sacramento County Emergency Operations Center (EOC). When the EOC is activated, the responsibilities of the care and shelter function will be carried out by the Care and Shelter Branch. Mass care and shelter usually includes the following:

**Shelter** - The provision of emergency shelter for victims includes the use of designated shelter sites in existing structures, creation of temporary facilities such as tent cities, or the temporary construction of shelters, and use of similar facilities outside the affected area.

**Feeding** - The provision for feeding victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk food distribution. Such operations will be based on sound nutritional standards and will include provisions for meeting dietary requirements of victims with special dietary needs where possible.

**Emergency First Aid** - Emergency first aid services will be provided to victims and workers at mass care facilities and at designated sites within Sacramento County. This emergency first aid service will be supplemental to emergency health and medical services established to meet the needs of the victims.

**“Safe and Well” Information** – “Safe and Well” information regarding individuals residing within the affected area will be collected and provided to immediate family members outside the area through The American Red Cross (ARC) website. This information will also be provided to aid in reunification of family members within the area who were separated at the time of the event.

**Bulk Distribution of Emergency Relief Items** - Sites will be established within the affected area for distribution of emergency relief items. The bulk distribution of these relief

items will be determined by the requirement to meet urgent needs of victims for essential items.

### **1.3 SITUATION AND ASSUMPTIONS**

For the purpose of this plan, “sheltering” and “shelters” refer to the capability to provide the people affected by a disaster with a safe, temporary place to be housed during or immediately after a disaster or until they can either return to their homes or be relocated to other housing facilities of a more permanent nature. For a hazard that can be anticipated, these shelters are normally located away from the disaster area (i.e., out of harm’s way) in what is termed as the “host area.” Later, after immediate hazard conditions have lessened, shelters may be established within, or in proximity to, the disaster area to temporarily house people made homeless, temporarily or otherwise, by the disaster.

#### **1.3.1 Situation**

- This plan was created by a Mass Care and Shelter planning team. The team used a collaborative approach to this plan and utilized the experience and expertise of the planning team members as well as “best practices” from other jurisdictions.
- Based on the county’s hazard analysis, there are several emergency and disaster scenarios that may require a mass care response, including but not limited to floods, earthquakes and severe weather.
- The Sacramento County EOP places the responsibility for coordinating mass care and shelter with the Director of Human Assistance (DHA) and portions of the mass care and shelter function with the Director of the Department of Health and Human Services (DHHS).
- The care and shelter function coordinates the provision of services to the community and affected individuals during emergencies countywide. The care and shelter function in the EOC is cooperatively supported by DHA, the American Red Cross (ARC) Capital Region Chapter, and Sacramento County Animal Care and Regulation.

#### **1.3.2 Assumptions**

- Sheltering of Sacramento County residents being evacuated within or out of the county will be coordinated through the Sacramento County EOC.
- An agreement exists between the Sacramento Office of Emergency Services (SOES), DHA, and the ARC for the coordination of mass care and shelter operations.
- It is anticipated that roughly 20 percent of the population at risk will require shelter in a mass care facility. Many evacuees will seek shelter with relatives, friends or motels rather than use government-provided mass care facilities.
- There is sufficient in county sheltering to meet the needs of an evacuation during an emergency or disaster.
- For out of county evacuation, sufficient shelter capacity exists in adjacent counties and shelter locations can be arranged and made available.
- Evacuees will be provided with public information in the shelter concerning the emergency.
- Although Sacramento County has overall responsibility within their jurisdiction, where possible, the ARC will be expected to serve as the principle organization responsible for operating Care and Shelter facilities.
- To supplement the ARC, Sacramento County will work to train staff and volunteers to manage and operate shelters if needed to do so.

- Resource support, identification, and management activities can be executed at the EOC, thereby allowing the various Department Operations Centers (DOC) and other OA members to concentrate on direction of essential emergency response tasks.
- A percentage of those seeking shelter will need transportation provided to them.
- Depending on the weather, displaced residents may converge on public parks and open spaces, as an alternative to using indoor mass care shelters.
- Residents, who suffer some structural damage to their home, following a major disaster, may choose to remain on their property (i.e., camp-out), versus going to a public shelter. Yet, they may still have needs and expectations for disaster assistance from government.

#### 1.4 AUTHORITIES AND REFERENCES

The following provide government with emergency authorities to conduct and/or support emergency operations. When dictated by the situation, additional ordinances or other emergency regulations may be enacted by OA authorities.

##### **Federal**

Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (Public Law 93-288, as amended).

United States Congress mandates by congressional charter the American Red Cross to undertake activities for the purpose of mitigating the suffering caused by natural disasters and other emergencies.

##### **State**

California Emergency Plan – The provision of Emergency Welfare Services falls with the authority of State supervised and County administered public social services. In case of an officially declared state of an emergency, and pursuant to the rules and regulations of the California Emergency Council, “State, regional and local government employees will become disaster workers; duties may include support of the American Red Cross.” The Director of the County Welfare Department (Human Assistance) is designated by the State of California Emergency Plan to act as the Branch Coordinator of Care and Shelter for the Operational Area. The Office of the Attorney General for the State of California provides supporting documentation about county and city relationships during a declared local emergency. “Under the provisions of the Emergency Services Act, should a county and a city within that county declare local emergencies seeking to control the same event and in so doing the two entities issue conflicting emergency ordinances and/or orders, the county emergency ordinances and/or orders are controlling. (62 Ops Cal. Atty. Gen. 701) (1979).”

California law sets the responsibility for emergency Care and Shelter at the local level. Per the Health and Safety Code Section 34070 – 34072, local government is to provide or contract with recognized community organizations to make emergency or temporary shelter available for people made homeless by a natural disaster or other emergency. California’s State Emergency Plan, the California Standardized Emergency Management System, and National Incident Management System (NIMS) puts local government at the first level of response for meeting the disaster needs of people in its jurisdiction.

**Health and Safety Code Section**

“§101040: Authority to take preventive measures during emergency. “The County Health Officer may take any preventive measure that may be necessary to protect and preserve the public health from any public health hazard during any “state of war emergency,” “state of emergency,” or “local emergency,” as defined by Section §8558 of the Government Code, within his or her jurisdiction. “Preventive measure” means abatement, correction, removal or any other protective step that may be taken against any public health hazard that is caused by a disaster and affects the public health.... The County Health Officer, upon consent of the County Board of Supervisors or a city governing body, may certify any public health hazard resulting from any disaster condition if certification is required for any federal or state disaster relief program.”

§101475: Gives the City Public Health Officer authority to take preventive measures to protect public health.

Penal Code Section: 409.5: Local Health Officer has authority to order evacuation if there is an immediate menace to public health from a disaster.

**Local**

Sacramento County Emergency Operations Plan, 2008 Version

Emergency Services Ordinance, Chapter 2.46: The ordinance defines the Emergency organization and assigns roles and responsibilities.

## 2.0 ROLES AND RESPONSIBILITIES

### 2.1 SACRAMENTO COUNTY AND THE AMERICAN RED CROSS (ARC) CAPITAL REGION CHAPTER PARTNERSHIP

Congress mandates American Red Cross (ARC) as the lead agency to provide mass care and “Safe and Well” assistance for victims of disasters. The Safe and Well program is a locator system for persons affected by a disaster, which provides information about disaster clients to family members outside the disaster area. The ARC also provides individual disaster assistance to clients through Service Centers. This includes assistance with emergency food, rent, minor home repairs, clothing, critical medicines, and other essentials of life.

The ARC is a partner with local government in helping to fulfill government’s legal responsibility of providing Care and Shelter for its citizens in a disaster. The partnership requires that government and the ARC work cooperatively during the preparedness phase to clarify roles and responsibilities (as outlined below). Government may also work in cooperation with other volunteer disaster assistance organizations to provide disaster relief. In a major disaster where there is widespread damage, the national resources of the ARC may not fully mobilize until a few days after the event. Until such time that the ARC arrives, Sacramento County will manage, coordinate and run shelter operations.

#### **Sacramento County will coordinate the following activities with the ARC:**

Designate a Care and Shelter Coordinator and this person will coordinate care and shelter planning and operations for the County. This designated individual may also coordinate the following:

- Develop a Statement of Understanding with the American Red Cross.
  - The statement of understanding helps to solidify the mutual working partnership between the local government and the ARC. The ARC has a standard agreement for this purpose.
- Identify and Survey Shelter Facilities.
  - Work with the ARC, school districts and other government agencies to compile and maintain an up-to-date list of designated shelters.
- Ensure that Agreements are in Place.
  - It is helpful to have Memorandums of Understanding (MOU) with designated shelter sites to clarify terms of use. Work with the ARC to develop applicable agreements.
- Train Staff to Operate Shelters
  - Work with the ARC to provide shelter training to OA governments and supporting organizations that will staff (and possibly manage) shelters.

#### **The American Red Cross will coordinate the following activities with Sacramento County:**

Provide Care and Shelter Services. By Congressional mandate and in accordance with its corporate policy, the ARC has a long-standing disaster relief mission. ARC care and shelter services include:

- Emergency shelter
- Fixed and mobile feeding
- Emergency First Aid
- Behavioral Health Support
- Disaster Welfare Inquiry Support
- Vouchers for Clothing and Basic Home Furnishings
- Disaster Preparedness Education & Shelter Operations Training
- Family Reunification

*\* Note, it may be more than 2-days before the ARC is fully operational to support all these services on a complete countywide basis following a major disaster.*

Additionally, the ARC may provide shelter training to Sacramento County. They have also agreed to meet regularly with representatives of Sacramento County to engage in care and shelter planning and preparedness activities.

## 2.2 GENERAL ASSIGNMENTS

The following apply specifically to those stakeholders who play a primary part in the care and sheltering operations in Sacramento County. All agencies/organizations assigned mass care and shelter duties are responsible for the following:

- Designate and train representatives of their agency to serve as group members, and ensuring that appropriate Action Guides and standard operating procedures (SOPs) are developed and maintained.
- Identify staffing requirements and maintaining current notification procedures to ensure appropriately trained agency personnel are available for extended emergency duty in the agency DOC, Sacramento County EOC, or field command posts, as needed.
- Develop and maintain procedures to ensure that the current inventory of agency resources and contact lists are available.
- Develop and maintain procedures for identification, location, commitment, deployment, and accountability of applicable agency emergency support resources.
- Provide within capabilities, personnel, equipment, and other assistance to support emergency response and recovery operations.
- Provide situational/operational information in accordance with existing procedures and/or as requested by the primary agency.

### 2.2.1 Lead Agency

The Sacramento County Department of Human Assistance (DHA) is the primary agency for Mass Care and Shelter. DHA is responsible for coordinating actions of shelter operations to (1) identify mass care and shelter assets and services being employed during a disaster and (2) resolve any major problems or gaps, which may surface, related to mass care and shelter operations and activities.

***For more detailed information on DHA's planning efforts regarding Mass Care and Shelter, refer to their Departmental Mass Care and Shelter Plan.***



The Director of DHA or their designee is the County EOC representative during a disaster and coordinates personnel actions appropriate to the disaster situation. The director is also responsible to gather mass care and shelter information as appropriate (e.g., location and status of on-going activities and operations, number of people being served, deficiencies noted or anticipated, costs incurred, etc.). Some additional duties are as follows:

- Provides status reports to the EOC Operations Section Chief as applicable, and includes appropriate mass care and shelter information in the situation report.
- Processes requests from local governments for state mass care and shelter assistance; coordinates potential response actions of the member agencies and organizations; and develops recommendations to the designated direction and control authority for possible mission assignment(s).

DHA along with DHHS will provide assistance in the coordination in the following areas as warranted:

- On-site assistance to disaster workers and victims
- Disaster counseling
- Individual and mass feeding
- Nursing care
- Provision of and operation of emergency shelter facilities
- Assistance in the registration and identification of victims and emergency workers
- Assistance in administration and supervision of disaster relief operations
- Distribution sites for provisions of basic needs supplies such as food, water, clothing, etc.

#### **Adult Protective Services (APS)**

Services directed at preventing or remedying neglect, abuse or exploitation of adults who are unable to protect their own interests because of age or disability.

#### **Children's Protective Services (CPS)**

Services for children who are victims of physical abuse, sexual abuse and/or neglect or lack family care (such as without family supervision post disaster).

#### **In-Home Supportive Services (IHSS)**

Provides In-home care services to low-income elderly, blind and disabled persons.

### **2.3 SUPPORT AGENCIES / ORGANIZATIONS**

All support agencies and organizations should be aware of their parent organizations' capabilities in providing assistance and support and shall be prepared to provide support recommendations, based on agency capabilities, to the primary agency representatives and then respond to mission assignments from the designated direction and control authority for the deployment and use of agency-owned/leased or otherwise unique assets to support the response and recovery effort.

Some agencies will provide their own agency's personnel and/or equipment, while the support from other agencies will be through their knowledge and expertise in working with response agencies, the vendor community, or commercial organizations/associations in supplying services or in restoration of disrupted services.

### **Sacramento County Department of Health and Human Services (DHHS)**

In coordination with the County EOC, DHHS will receive and disseminate disaster related information to the medical/health community and to the public.

- Coordinates the emergency medical response in a disaster, including emergency medical dispatch, emergency and non-emergency ambulance services.
- Coordination and monitoring of CAHAN/EMSystems.
- Ensure timely and coordinated evacuation and medical assistance to ill and injured patients.
- Facilitates the movement of casualties to designated care sites.
- Coordinates the procurement, allocation and distribution of medical personnel, supplies, equipment and other resources, as necessary.
- Medically Fragile Sheltering.
- Provides public health nursing services to shelters.
- Acts to prevent the spread of communicable disease and disaster-related illness.
- Collects and analyzes health related data in a disaster area and establishes response procedures to mitigate health related problems.
- Provides preventative health services.
- Monitors, assesses and reports on the community disaster health status.

***For more information on sheltering of the Medically Fragile in Sacramento County, refer to the Medically Fragile Annex attached to this document.***

### **Sacramento Office of Emergency Services (SOES)**

- Receive and verify situation reports from a variety of sources and identifies/estimates needs for mass care services.
- Identify potential resources for providing mass care.
- Request assistance from support agencies, and communication resources, as appropriate.
- Coordinate with involved support agencies regarding specific mass care site(s) locations that will be used and indicate what route(s) are to be used.
- Arrange for, or coordinates logistical support, including transportation of evacuees and supplies.
- Provide public information on mass care sites, services provided, available routes, and transportation options.
- Maintain coordination and communication between the EOC and support agencies.
- Communicate with the California Emergency Management Agency (Cal EMA), and keep them apprised of local situation and request additional resources as needed.

### **Sacramento County Environmental Management Department - Health**

- Identifies, controls, and eradicates harmful conditions in the environment.
- Provides for the collection and analysis of environmental health related data in a disaster area.
- Establishes response procedures to mitigate environmental health related problems.
- Coordinates sanitation services, with regard to food handling, mass feeding, medical and human waste disposal in shelters and other emergency related facilities.
- Determines the safety of the water supply and the safe use of portable water.

### **Sacramento County Sheriff's Department**

- Assist with coordination to ensure security and law enforcement is maintained in evacuation, shelter and feeding operations in the Operational Area.
- Provide communications services and equipment to shelter facility operators such as hand-held radios and emergency telephones.

### **Sacramento County Animal Care and Regulation**

- Provides temporary shelter for "lost," owned or stray animals and serves as the lead-coordinating animal services agency amongst the animal control departments, and animal related services in Sacramento County.

***For more information on sheltering of Animals in Sacramento County, refer to the Animal Sheltering Annex attached to this document.***

### **Sacramento County Division of Mental Health**

Manages the following disaster behavioral/mental health response functions:

- Assesses and activates the response to disaster mental health issues.
- Makes counselors available to shelter facilities to provide mental health services.
- Ensures the continuation of care, treatment and housing for those clients currently residing within the Mental Health System.

### **Sacramento County Department of Education**

Assist in obtaining access to schools for use as shelter facilities, and securing services of trained personnel for assistance in such areas as health hazards assessment, first aid, emergency feeding, and other technical assistance as needed. Coordinate evacuation and care of school children and the re-establishment of educational services. Provide a representative to the OA EOC.

## **2.4 SUPPORTING PRIVATE ORGANIZATIONS**

### **Religious and Private Welfare Groups**

Assist with selecting and operating mass care facilities; assist with providing food, equipment and supplies to support mass care facilities, providing an orderly transition from mass care to separate family living, providing the basic necessities of life to persons unable to provide for themselves as a result of a disaster, and obtaining temporary housing and other aid for displaced persons.

### **Private Schools**

Assist in providing resources such as facilities, food, equipment, and supplies to support mass care facilities. Coordinate with OA Schools Coordinator in the OA EOC for evacuation, care and reunification of children with families and re-establishment of educational services.

### **Business and Industry**

Assist with personnel and resources needed to meet emergency requirements by coordinating with the logistics section in the OA EOC. Examples include: voluntary agreements with hotel, motel, restaurant, and warehouse owners to use their personnel and facilities for sheltering, storing, and distributing supplies.

### **Motel and Hotel Firms**

In partnership with the ARC and other coordinating agencies, assist in providing resources such as food, equipment, and supplies to support mass care facilities. Also assist in providing lodging for the infirm and other special needs populations that may require above average comforts and conveniences following a disaster.

### **Real Estate and Property Management Firms**

Assist in locating and arranging for use of facilities or sites suitable for temporary housing.

### **Hands on Sacramento**

Hands on Sacramento connects volunteers with opportunities to match their schedules and interests. Volunteers select from one-time, group-based volunteering to longer-term opportunities to volunteer for leadership. Their Volunteers feed the homeless, visit the elderly, build homes, and restore our environment, tutor teens, care for abandoned pets, and much more.

### **Volunteer Organizations Active in Disasters (VOAD)**

These community agencies assist with planning and coordination of human services within their expertise, including counseling, sheltering, food service, etc.

### **Sacramento County 2-1-1**

Sacramento County 2-1-1 is a nonprofit 501(c)(3) organization which provides a comprehensive information and referral system that links Sacramento County residents to community health and human services and support. Callers seeking assistance dial toll free 2-1-1 and are connected with certified, multi-lingual Information and Referral (I&R) Specialists who utilize a robust database to provide information on services.

## **2.5 SUPPORTING SPECIAL DISTRICTS**

### **Sacramento County Fire Agencies**

Acting as the County Fire Services provider, ensure the availability of necessary fire prevention equipment for shelters and provide fire watch support to enhance fire safety of buildings/facilities. Also assist in the determination, control and abatement of health and safety hazards at shelters, and provide emergency medical and paramedic services.

## **2.6 SUPPORTING STATE AGENCIES**

### **California Emergency Management Agency (Cal EMA)**

Cal EMA coordinates overall state agency response to disasters in support of local government. The office is responsible for assuring the State's readiness to mitigate, respond to and recover from natural, manmade, and war-caused emergencies, and for assisting local governments in their emergency preparedness, response and recovery efforts.

### **California Department of Social Services (CDSS)**

The Director of the California Department of Social Services will serve as the State Director of Care and Shelter and will have the overall responsibility for coordinating state-wide Care and Shelter operations and support requests.

## **2.7 SUPPORTING FEDERAL AGENCIES**

### **Federal Emergency Management Agency (FEMA)**

FEMA activates Emergency Support Function (ESF) #6 – Mass Care, Housing, and Human Services – to support State Care and Shelter response. ESF#6 coordinates Federal assistance in support of State and local efforts to meet the mass care needs of victims of a disaster. FEMA is designated as the primary agency to coordinate ESF #6 and American Red Cross is a supporting agency. Following an emergency, FEMA deploys an Emergency Response Team to the State EOC. The team is composed of professionals who serve as the initial disaster management team providing assistance to an affected region to coordinate the full range of Federal response and recovery operations in a large, complex event.

## 3.0 CONCEPT OF OPERATIONS

### 3.1 PREPAREDNESS PHASE

The Care and Shelter function has specific responsibilities and will function during all phases of an emergency, including establishing shelters when there is a potential for evacuation, but will be most active in the emergency response and post emergency response/recovery phases.

#### **Planning**

During this phase emphasis is placed on pre-designating facilities, preparing needed equipment, identifying staffing needs, planning, training, development of Standard Operating Procedures (SOPs), and agreements with counterpart agencies.

#### **Facilities**

The Department of Human Assistance (DHA) may establish a Department Operations Center (DOC) to coordinate the welfare and re-establishment of services for their clientele. The American Red Cross (ARC) Capital Region Chapter maintains presence at the County Emergency Operations Center (EOC) and may maintain a separate EOC to coordinate their activities at their headquarters, in Sacramento. Overall coordination of activities by various agencies and departments is done at the Sacramento Operational Area Emergency Operations Center (OA EOC).

#### **Staffing**

Sacramento County agencies, local jurisdictions, and the ARC maintain current internal personnel notification/recall rosters and a means to implement them as part of their SOPs. This includes a communication system to implement call-down rosters for personnel assigned to field units, the OA EOC and other work locations. The call-down roster is updated regularly to ensure a rapid recall and deployment of personnel.

#### **Training**

The County as well as the ARC maintain procedures and ensure all personnel are aware of their assigned tasks and are properly trained and equipped to accomplish those responsibilities. In addition, assigned response staff and volunteers are trained to perform emergency functions. Staff assigned to work in the EOC will receive additional training to include EOC operations, SEMS/NIMS, and/or other related courses and workshops. Once trained, the staff of these organizations will participate actively in drills and OA EOC exercises.

DHA will coordinate with ARC to ensure all the Emergency Response Team (ERT) members assigned to the shelter function are trained in the following American Red Cross disaster courses:

- Introduction to Disaster Services
- Mass Care – An Overview
- Shelter Operations

The County Emergency Response Coordinators will ensure that all managers and other staff with significant responsibilities are provided with a copy of this plan. A copy shall also be provided to the other Disaster Response Coordinators within Sacramento County and interested supporting agencies.

## **3.2 RESPONSE PHASE**

Following an emergency or incident in Sacramento County, local jurisdictions identify the need for care and shelter and decide which shelter must be activated based on incident specifics. Once it has been determined to open a shelter the following should occur:

- The local jurisdiction notifies the ARC.
- If the ARC is available to open a shelter, local jurisdictions provide a liaison to work with the ARC to assist in opening the shelters.
- If the ARC is not available to open a shelter, the local jurisdictions deploy pre-designated shelter management and support personnel to initiate the shelter opening.
- The local Public Information Officer (PIO) notifies the public of shelter locations and status.

As the ARC staff and supplies begin arriving at the affected jurisdiction, the ARC takes over shelter operations from local jurisdictions. However, local jurisdictions are required to support the ARC mass care and shelter operations by providing available resources and personnel to supplement those provided by the ARC. When a local jurisdiction exhausts its care and shelter resources, it contacts the OA EOC with a request for support.

### **Communications**

The primary communication methods for the shelter sites will be via telephone (hard line and cellular). Should alternative means of communication be needed, the OA EOC will coordinate alternative, available communication systems.

#### **3.2.1 The EOC Care and Shelter Branch**

The OA Care and Shelter Branch Chief has the responsibility for coordinating OA care and shelter resources, requesting mutual aid forces, and coordinating the overall care and shelter effort within Sacramento County. The Chief will provide overall management, logistical, and administrative support for care and shelter, ensuring coordination with local, state and private agencies/organizations.

If the disaster occurs without warning, the Care and Shelter Branch Chief or designee is responsible for coordinating the assessment of the requirements for shelter and mass feeding with ARC and the OA members. Based on information from the OA and other community sources, the Care and Shelter Branch Chief or designee will also determine which of the pre-designated facilities may have become inaccessible, damaged, or destroyed, and which are still available for mass care. If there has been ample warning of an emergency, then shelter, feeding, and other care services will have begun outside the threatened area. However, should an area that was perceived to be safe be impacted, some displaced person(s) may have to be relocated to another lodging facility, and feeding operations may have to be transferred to another site.

Sheltering-in-place should be a consideration for some types of hazard related emergencies. The term sheltering-in-place means the sealing off of a room or building in order to isolate the occupants from an external threat, and staying inside until the threat has abated. Sheltering-in-place operations are usually ordered by police or fire personnel in the field

and in response to an airborne chemical or hazardous material spill. It usually affects a limited geographic area for a short period of time.

Generally, shelters are opened and operated by the ARC. ARC has agreements for use of these facilities with various public, private and non-profit groups. Sacramento OES has a listing of shelter locations that they have identified within the OA. Some of these are also ARC identified locations.

Should an event require the movement of Sacramento County citizens outside of the county (including cities within the county) then there would need to be sheltering operations in adjacent counties. When sheltering for Sacramento County citizens is required in adjacent or contiguous counties, a request for shelter operations in those jurisdictions will usually be made to the Emergency Management Official in that jurisdiction or through Cal EMA, Inland Region.

The Care and Shelter Branch will ensure that public information broadcasts advising people to register and to notify relatives of their location, are made to assist inquiry operations. This may be disseminated by Public Information Hotline numbers and 2-1-1 information services.

County agencies and departments provide vital protective and life support services to clientele such as child and adult protection, guardianship and mental health. The situation of these clients must be ascertained immediately following a disaster and the services must be restored as soon as possible. Department of Health and Human Services (DHHS) staff is predominantly responsible for these services and may request assistance from private, non-profit or other government service providers including mutual aid assistance through the OA.

### **3.2.2 The Shelter Emergency Response Team (ERT) Organization (DHA)**

A critical component to operating a disaster shelter is the Emergency Response Team (ERT). The ERT is responsible for inspecting the facility for safety; establishing communication with the Operational Area Emergency Operation Center (OA EOC) and/or with the DHA's Department Operation Center (DOC), registering shelter occupants, and identifying special needs. The ERT is also responsible for supplying shelter occupants with food and drinks, providing a sleeping area with blankets and personal hygiene supplies, providing first aid and health care services, and providing mental health counseling. The latter two items will be provided by representatives of DHHS upon request. For more information on this organization refer to the Appendices section of this plan.

### **3.2.3 Care and Shelter Logistical Considerations During Response Serving Individuals and Families within the Disaster-Affected Areas**

The ARC concentrates its "Safe and Well" information efforts on serving individuals and families within the disaster-affected areas and publicly promoting communication from inside the disaster-affected area to outside the disaster affected area. Helping disaster victims initiate contact with family members and loved ones enables the ARC to provide welfare information to many more people outside of the affected area. Moving from an inquiry-based to a notification-oriented approach addresses some of the difficulties faced when receiving and responding to high volumes of inquiries from the general public, such as:



- Locating and communicating with people in a disaster-affected area when many people have left their homes, when power is out and/or when both regular and cell phone services are limited.
- Complying with Privacy Act and Health Insurance Portability and Accountability Act (HIPAA) laws before releasing welfare information.

The current ARC “Safe and Well” information notification approach requires that all disaster relief operations employees and volunteers become de facto “safe and well” information providers. Field-based information services will reach out with notification assistance to clients at shelters, emergency response vehicles, service centers and other ARC facilities supporting the relief operation. Additionally, the ARC will maintain a self-administered welfare information website – a place where people within the disaster-affected area can register themselves as “safe and well” and family members can search for this status information about their loved ones.

### **Lodging Operations**

In large disasters, all suitable buildings, other than those being used for other emergency functions, may be used for lodging. ARC, as well as the County, have pre-designated facilities and established agreements for use.

### **Schools, Churches and Community Centers**

Schools, churches and community centers are facilities often utilized for lodging, as they are public facilities, can generally accommodate a large number of people and may have feeding facilities on the premises.

### **Large Venue Sheltering**

A large venue shelter is an arena, stadium, convention center or other large facility that is used to house evacuees before, during or after a major disaster. Before Hurricane Katrina, most shelters consisted of schools, churches and recreation centers. They were small, accommodating up to 300 on average. Since Hurricane Katrina and other best practices gleaned from around the nation, Sacramento County together with the ARC have looked at larger venues for sheltering operations. Large venue shelters can expand beyond the normal shelter and accommodate more people if necessary, but it is not the preferred method. Large venues can also support and house logistical staging areas.

The same principles and policies will be applied to the large venue shelter as with the smaller mass care shelter; the large venue is bigger scale, requires additional logistical support and increased coordination to be effective during a mass care response.

In Sacramento County, the following large venues have been identified:

- Cal Expo
- Power Balance Pavilion
- The Sacramento Convention Center
- Sacramento State University
- McClellan Park
- Mather AFB

### **Other Lodging Facilities**

Arrangements should be made in advance with owners or managers of potential mass care facilities for use in large disasters and after small disasters that require a number of different sites. Arrangements should also be made during a disaster, if possible, for a backup shelter should there be a need to change location (for example, a wind shift after a hazardous material spill) and for individuals who cannot be sheltered with the balance of the population due to medical needs.

### **Parks as Facilities and other Spontaneous Shelters**

Experience in other communities with earthquakes indicates that a portion of the population will evacuate to parks or other facilities not originally designated as shelters, and that community groups, churches, etc., may establish shelters in addition to the County and/or ARC.

### **Facility Usage Issues**

In large disasters, commercial lodging facilities such as motels and hotels should be reserved for the infirm or other populations that may require additional medical support comforts and conveniences that may not be available in the general population shelter.

Pets will not be allowed in ARC shelters. The Care and Shelter Branch should coordinate with the Sacramento County Animal Care and Regulation Coordinator to ensure staff open an animal sheltering operation at the same facility as the general population shelter whenever possible.

The Care and Shelter Branch will coordinate with the Logistics Section in the OA EOC to ensure that resources are adequate for shelter operations for the public and lodging for mutual aid emergency workers.

When possible, shelter operations will be performed by ARC personnel or by personnel normally associated with the facility. However, in large-scale disasters, the shelter inhabitants, under the supervision of the Shelter Manager, are expected to assist with many, if not most, of the operations. In addition, assisting with shelter operations may be used to establish some sense of control and normalcy for inhabitants.

### **Feeding Operations**

The Care and Shelter Branch works with other organizations such as the ARC, the Salvation Army and other community based organizations to coordinate feeding operations. Mobile feeding is generally used, including; feeding at shelters and at the scene of the disaster if practical; providing refreshment services at hospital waiting rooms, morgues, and places where disaster victims and emergency workers congregate and delivering food to persons in isolated areas.

As an alternative to mobile feeding, a central facility may be activated for mass feeding at which feeding operations will be performed by personnel associated with that facility. Wherever possible, the owners or managers of feeding establishments will manage the mass feeding operations. Arrangements will be made with restaurants and other food service providers to augment mass feeding operations. Mass feeding schedules will be provided to shelter managers and announced to the public, as appropriate.

Special diets will be provided as available and practicable. Arrangements will be made with 24-hour restaurants and fast food outlets to provide supplies of food initially, until mass-feeding operations can be implemented.

### **Clothing and Personal Items**

Provisions must be made for providing basic clothing and personal items for persons who have been evacuated, including personal hygiene items, replacing prescriptions for medications and glasses, wheelchairs, etc. The ARC provides these services to people in shelters. Donations from areas outside the impacted area and even the community often overwhelm the ability to catalogue, warehouse and distribute these supplies. The Care and Shelter Branch will work with the ARC, VOAD, OA members, other agencies and the business community to manage these needs.

### **Services to the Shelters**

The local jurisdiction's Care and Shelter Branch is responsible for coordinating with their counterparts in the OA EOC for services to the shelters. Law enforcement/security personnel will ensure peace and order at feeding and shelter facilities. Medical, fire, building inspection, and public health personnel will work with shelter managers in ensuring fire and building safety, public health, and supporting basic medical care.

### **Schools**

The safe evacuation and supervision of students and reunification with their parents is the responsibility of the OA EOC Schools Coordinator. In addition, the schools are used as a primary site for sheltering the population. Pre-designated sites and prior agreements with the ARC simplify the establishment of shelters and minimize the disruption of educational services. When a school is used as a shelter, it will be used in accordance with district policy and procedure. The restoration of educational services in schools impacted by the disaster, and those used as shelters is a vital ingredient to establishing stability in the disrupted community and is important to both the psychological and economic recovery. The OA EOC Schools Coordinator is responsible for coordinating the sharing of resources between schools and school districts to ensure children are evacuated and cared for until they can be reunited with their families, and to effect the re-establishment of educational services.

#### **3.2.4 Emergency Worker Exposure Protection**

When needed, the Care and Shelter Coordinator will coordinate with the Department of Health and Human Services (DHHS) to ensure the necessary protective respiratory devices, clothing, equipment, and antidotes for regular, mutual aid and volunteer personnel are available; and appropriate training is given and protective actions procedures are followed. In addition, DHHS' Coordinator is responsible for coordinating with other Operations Section members to ensure that appropriate screening, isolation and decontamination of the evacuated population is conducted prior to entering any shelter locations, dependent upon the emergency.

### **3.3 RECOVERY PHASE**

During the Recovery, emphasis will be placed on cleanup, shelter demobilization, and critiquing operational performance. The Care and Shelter staff will participate in the demobilization and recovery from an emergency; coordinate provision of support to cleanup and recovery operations, as needed, including provision of financial and behavioral health services to individuals and emergency workers, where appropriate.

Most of the immediate needs of the population will have been provided, and if the disaster surpasses local available resources, the federal and state governments will become heavily involved in providing financial aid to victims. Disaster Assistance Centers (DACs) or Local Assistance Centers (LACs) will be set up to coordinate the delivery of these services.

The Care and Shelter Coordinator and many other agencies have responsibility for phasing out the mass care facilities and assisting displaced persons in obtaining temporary housing and other aid. The demobilization plan of action will outline public/private partnership roles, responsibilities, resources, and protocols for the recovery transition period.

**Long-Term Sheltering**

There will be groups (families and individuals) that may require longer term sheltering. This will be dependent on factors that arise due to the type, severity and location of the disaster. If the need for long term sheltering is determined through local assessment then a request for Federal Assistance is made through which temporary housing resources will be provided if a federal disaster is declared.

**Short-Long Term Housing**

This is an issue that will be addressed during Preliminary Damage Assessments (PDA's) by local and state governments and again by FEMA subsequent to and after a Federal Declaration.

## 4.0 ADMINISTRATION AND SUPPORT

### 4.1 AGREEMENTS AND UNDERSTANDING

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services for the direct purpose of care and shelter will be in accordance with the provisions of all applicable laws and procedures. The agreements will be on file at the Sacramento Office of Emergency Services.

### 4.2 EXPENDITURES AND RECORD KEEPING

The Operational Area is responsible for establishing administrative controls necessary to manage the expenditure of funds for support of Care and Shelter operations and to provide reasonable accountability and justification for state and federal reimbursement in accordance with the established guidelines.

In accordance with established procedures, Sacramento County may seek financial assistance from the California Disaster Assistance Act (CDAA) fund, and then from federal disaster funds in accordance with the Robert T. Stafford Act, as amended, if there is a federal disaster declaration.

### 4.3 AFTER ACTION REPORTS (AAR)

Following the conclusion of any significant emergency event/incident or exercise involving care and shelter operations, the agencies involved with the activities (including DHHS, DHA, and ARC) will conduct an AAR of the care and shelter operations during the event/incident/exercise. Support agencies will provide written and/or oral inputs for this critique and Sacramento OES representatives will consolidate all inputs into a final written report. Once the report is completed, the following should occur:

- Sacramento OES, DHA, and DHHS will be responsible for tracking the lessons learned from the AARs to ensure they are addressed and that appropriate changes to procedures and training occur.
- Sacramento OES will coordinate and implement corrective actions specifically for care and shelter operations.
- Sacramento OES will work with community stakeholders on future care and shelter responses.

### 4.4 PLAN MAINTENANCE

Sacramento OES will maintain this document. The document will be reviewed and revised whenever the Emergency Operations Plan (EOP) is reviewed and revised. Selected elements will be updated as needed, including:

- Names and responsibilities of agencies and other contact information for designated response personnel, stakeholders and resources.
- Changes in operating procedures, organizational structures or policy changes.

## ACRONYMS

AAR	After Action Report
ADA	Americans with Disabilities Act
ALF	Assisted Living Facility
APS	Adult Protective Services
ARC	American Red Cross
BOS	Board of Supervisors
CAHAN	California Health Alert Network
CBO	Community Based Organizations
CEO	Chief Executive Officer
CERT	Community Emergency Response Team
CPS	Child Protective Services
DHA	Sacramento County Department of Human Assistance
DHHS	Sacramento County Department of Health and Human Services
DWI	Disaster Welfare Inquiry
CSS	Child Support Services
DAC	Disaster Assistance Center
DHS	California Department of Health Services
DMAT	Disaster Medical Assistance Team
DOC	Department Operation Center
DOE	Department of Education
EAS	Emergency Alert System
EM	Emergency Management
EMS	Emergency Medical Services
EOC	Emergency Operations Center
ERC	Emergency Response Coordinator
ERTC	Emergency Response Team Coordinator
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
IHSS	In-Home Support Services
JIC	Joint Information Center
HHS	United States Department of Health and Human Services
LVN	Licensed Vocational Nurse
MRC	Medical Reserve Corps
MCI	Multi Casualty Incident
NIMS	National Incident Management System
NRP	National Response Plan
OA	Operational Area
PAFN	People with Access and Functional Needs
PSA	Public Service Announcements
RACES	Radio Amateur Civil Emergency Services
REOC	Regional Emergency Operations Center (Cal EMA)
RN	Registered Nurse
SEMS	Standardized Emergency Management System
SEP	State Emergency Plan
SNFs	Skilled Nursing Facility
SOC	State Operations Center
SOP	Standard Operating Procedures

SRO                      Single Room Occupancy  
VOAD                    Volunteer Organizations Active in Disasters

## DEFINITIONS

### **American Red Cross**

The American Red Cross is a humanitarian organization, led by volunteers, that provides relief to victims of disasters and helps people prevent, prepare for, and respond to and recover from emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.

### **Checklist**

Written (or computerized) enumeration of actions to be taken by an individual or organization while assigned to a position in the EOC.

### **Community**

A political entity that has the authority to adopt and enforce laws and ordinances for the area under its jurisdiction. In most cases, the community is an incorporated town, city, township, village, or unincorporated area of a county. However, each State defines its own political subdivisions and forms of government.

### **Contamination**

The undesirable deposition of a chemical, biological, or radiological material on the surface of structures, areas, objects or people.

### **Contingency Plan**

Refers to a subset of an existing emergency focused on addressing the particulars of a specific emergency scenario (i.e., earthquake, flood, etc.).

### **Cooling Centers**

Facilities that are made available by public, private and volunteer organizations as a heat relief station. There is no agreement that these facilities will be exempt from power outages.

### **Cooling Stations**

Typically facilities such as hospitals, skilled nursing facilities, etc. that are exempt from rotating power outages (mandated by CPUC Decision 02-04-060, 4/25/02).

### **Damage Assessment**

The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and the status of key facilities and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, and transportation networks resulting from a man-made or natural disaster.

### **Decontamination**

The reduction or removal of a chemical, biological, or radiological material from the surface of a structure, area, object, or person.

### **Department Operations Center**



Location which department executive personnel and staff can coordinate, monitor, and support emergency response activities during an emergency. (Similar to an Emergency Operations Center)

**Displaced Person(s)**

All persons removed or moving from areas threatened or struck by a disaster.

**Emergency Medical Services**

Services, including personnel, facilities, and equipment required to ensure proper medical care for the sick and injured from the time of injury to the time of final disposition, including medical disposition within a hospital, temporary medical facility, or special care facility, release from site, or declared dead. Further, emergency medical services specifically include those services immediately required to ensure proper medical care and specialized treatment for patients in a hospital and coordination of related hospital services.

**Emergency Operations Center**

The protected site from which State and local civil government official's coordinate, monitor, and direct emergency response activities during an emergency.

**Emergency Operations Plan**

A document that: describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.

**Evacuation**

Organized, phased, and supervised dispersal of people from dangerous or potentially dangerous areas.

**Spontaneous Evacuation**

Residents or citizens in the threatened areas observe an emergency event or receive unofficial word of an actual or perceived threat and without receiving instructions to do so, elect to evacuate the area. Their movement means, and direction of travel is unorganized and unsupervised.

**Voluntary Evacuation**

This is a warning to persons within a designated area that a threat to life and property exists or is likely to exist in the immediate future. Individuals issued this type of warning or order is NOT required to evacuate, however it would be to their advantage to do so.

**Mandatory or Directed Evacuation**

This is a warning to persons within the designated area that an imminent threat to life and property exists and individuals MUST evacuate in accordance with the instructions of local officials.

**Evacuees**

All persons removed or moving from areas threatened or struck by a disaster.

**Joint Information Center**

A central point of contact for all news media near the scene of a large-scale disaster. News media representatives are kept informed of activities and events by public information officials who represent all participating Federal, State, and local agencies that are collocated at the JIC.

**Local Assistance Centers**

Provides one-stop, face-to-face assistance and disaster information to individuals and businesses that suffered damage a result of the federally declared disaster.

**Local Emergency (state definition)**

The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, earthquake or other conditions which are, or are likely to be, beyond the control of the services, personnel, equipment, and facilities of a political subdivision and require the combined forces of other political subdivisions to combat.

**Major Disaster (Federal) -- see also [Emergency](#)**

Any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Federal Disaster Relief Act.

**Mass Care**

The actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. Activities include providing temporary shelter, food, medical care, clothing, and other essential life support needs to those people that have been displaced from their homes because of a disaster or threatened disaster.

**Preliminary Damage Assessment**

A mechanism used to determine the impact and magnitude of damage and the resulting unmet needs of individuals, businesses, the public sector, and the community as a whole. Information collected is used by the Local Government to forward to the State as a basis for the Governor's request for a Presidential declaration, and by FEMA to document the recommendation made to the President in response to the Governor's request. PDAs are made by at least one State and one Federal representative

**Preventative Measure**

Abatement, correction, removal or any other protective step that may be taken against any public health hazard that is caused by a disaster and affects the public health.

**Public Information Officer**

A Federal, State, or local government official responsible for preparing and coordinating the dissemination of emergency public information.

**Recovery**

The long-term activities beyond the initial crisis period and 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.

### **Resource Management**

Those actions taken by a government to: identify sources and obtain resources needed to support disaster response activities; coordinate the supply, allocation, distribution, and delivery of resources so that they arrive where and when most needed; and maintain accountability for the resources used.

### **Robert T. Stafford Disaster Relief and Emergency Assistance Act P.L. 93-288 as amended**

Gives the President broad powers to supplement the efforts and available resources of state and local governments in carrying out their responsibilities to alleviate suffering and damage resulting from declared emergencies or disasters.

### **Standardized Emergency Management System (SEMS)**

As defined in California Code of Regulations §2400 as..."based upon the Incident Management System (ICS) adapted from the system originally developed by Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE) program including those currently in use by state agencies, the Multi-Agency Coordination System (MACs) as developed by FIRESCOPE program, the operational area concept, and the Master Mutual Aid Agreement and related mutual aid systems."

### **Shelter**

Temporary center to provide short term care of lodging, food and basic necessities for up to several days.

### **Standard Operating Procedure (SOP)**

A set of instructions constituting a directive, covering those features of operations which lend themselves to a definite, step-by-step process of accomplishment. SOPs supplement EOPs by detailing and specifying how tasks assigned in the EOP are to be carried out.

### **State Emergency Plan**

The State of California Emergency Plan, as approved by the Governor, which serves as the basis for statewide emergency planning and response.

### **State of Emergency**

"Other duly proclaimed existence of conditions of disaster or of extreme peril or the safety of persons and property within the State caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infection or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions, other than conditions resulting from a labor controversy or conditions causing a 'state of war emergency,' which conditions, by reason of their magnitude are or are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, city and county, or city, and require the combined forces of a mutual aid region or regions to combat or with respect to regulated energy utilities, a sudden and severe energy shortage requires extraordinary measures beyond the authority vested in the California Public Utilities Commission."