

State Planning Standards Checklist for Annex C, Shelter & Mass Care

Jurisdiction(s): City of Beaumont

Annex Date: May 31, 2013 **Date of most recent change, if any:** _____

(The date which appears on the signature page)

Note: The annex will be considered **deficient** if the italicized standards are not met.

This Annex shall:	Section/paragraph
I. Authority	
C-1. Identify local, state, and federal legal authorities pertinent to the shelter & mass care, in addition to those cited in the basic plan.	I
II. Purpose	
C-1. Include a purpose statement that describes the reason for development of the annex.	II
III. Explanation of Terms	
C-1. Explain and/or define terms and acronyms used in the annex.	III
IV. Situation & Assumptions	
C-2. <i>Include a situation statement related to the subject of the annex.</i>	IV.A
C-3. <i>Include a list of assumptions used in planning for shelter and mass care services during emergency situations.</i>	IV.B
V. Concept of Operations	
C-4. <i>Summarize your general concept of operations for shelter and mass care operations.</i>	V.A
C-5. <i>Describe how shelters will be selected and operated.</i>	V.B
C-6. <i>Describe how mass care operations will be conducted.</i>	V.C
C-8. <i>Describe how shelter and mass care options for special needs groups and individuals.</i>	V.D
C-8. <i>Include provisions for handling pets during shelter and mass care operations</i>	V.E
C-9. <i>Include a list of actions by phases of emergency management to be taken to ensure adequate shelter and mass care support during emergency situations.</i>	V.G
VI. Organization & Assignment of Responsibilities	
C-10. <i>Describe the emergency organization that will carry out shelter and mass care operations.</i>	VI.A
C-10. <i>Include a listing by organization and/or position of the responsibilities for shelter and mass care tasks.</i>	VI.B
VII. Direction & Control	
C-13. <i>Identify by position the individual(s) who will provide policy guidance and general direction for shelter and mass care programs.</i>	VII.A, B
C-13. <i>Identify by position the individual (s) responsible for managing and shelter and mass care activities.</i>	VII.A.3
VIII. Readiness Levels	
C-14. <i>Describe shelter and mass care actions to be taken at various readiness levels.</i>	VIII

IX. Administration & Support	
C-15. Outline policies on record keeping and reporting.	IX.A,B
C-16. Describe policies on training and exercises	IX.C
C-16. <i>Indicate how disaster welfare inquiries will be handled.</i>	IX.E
X. Annex Development & Maintenance	
C-17. Specify, by position, the individual responsible for developing and maintaining the annex	X.A
C-17. Make reference to the schedule for review and update of annexes contained in the Basic Plan.	X.B
XI. References	
C-17. Identify references pertinent to the content of the annex in addition to those listed in the Basic Plan.	XI
Other	
C-1-1. <i>Include a list of local reception and care facilities.</i>	Appendix 1
C-2-1. <i>Include agreements and understandings with volunteer groups relating to shelter and mass care operations.</i>	Appendix 2
C-3-1. <i>Outline plans for reception and care of hurricane evacuees. (Required only for jurisdictions that have been identified as hurricane evacuation destinations.)</i>	Appendix 3
<ul style="list-style-type: none"> • <i>Include a description of potential lodging facilities for evacuees.</i> • <i>Include a description of how evacuees will be informed of shelter and lodging availability and locations.</i> 	

FOR LOCAL GOVERNMENT USE	Signature	Date
This Checklist Completed By:		6/6/2013

FOR DEM USE	Initials	Date
DEM Regional Liaison Officer Review		
DEM Preparedness Section Processing		

ANNEX C

SHELTER & MASS CARE

CITY OF BEAUMONT



APPROVAL AND IMPLEMENTATION

Annex C


Shelter & Mass Care

This annex is hereby approved for implementation and supersedes all previous editions.


Signature (Mary Alexander)

Shelter/Mass Care Coordinator

6/5/13
Date


Signature (Sherry Ulmer)

Public Health Director

6/5/13
Date


Signature (Tim Ocnaschek)

EMC

6/6/2013
Date

RECORD OF CHANGES

Annex C

Shelter & Mass Care

EMC Review Date: November 20, 2012

Reviewed by City Planning Committee Members: January 11, 2013

Tim Ocnaschek- EMC and Law Enforcement

Glenda Piazza-Emergency Management

Carolyn Lewis- 911/IT

Max Nguyen-EMS

Christian Singler- Assistant Chief Fire/Rescue

Thomas Gill- Public Works, Streets and Drainage Manager

Bart Bartkowiak- Technology Services (phone conference: no updates)

Chris Boone- Director, Community Development

Amalia Villarreal- Water Utilities

Public Health Review Date: December 2, 2012

EMS Review Date: November 16, 2012

Parks Review date: December 2, 2012

Additional Review Dates:

American Red Cross- May 31, 2013

Salvation Army- May 31, 2013

Change #	Date of Change	Entered By	Date Entered

ANNEX C

SHELTER & MASS CARE

I. AUTHORITY

See Basic Plan, Section I.

II. PURPOSE

The purpose of this annex is to outline organizational arrangements, operational concepts, responsibilities, and procedures to protect evacuees and others from the effects of an emergency situation by providing shelter and mass care.

III. EXPLANATION OF TERMS

A. Acronyms

ARC	American Red Cross
DDC	Disaster District Committee
DSHS	Department of State Health Services
DWI	Disaster Welfare Inquiry
EMC	Emergency Management Coordinator
EMTF	Emergency Medical Task Force
EOC	Emergency Operations or Operating Center
FEMA	Federal Emergency Management Agency
FNSS	Functional Needs Support Services
HHSC	Health and Human Services Commission
ICP	Incident Command Post
NIMS	National Incident Management System
PIO	Public Information Officer
SOPs/SOGs	Standard Operating Procedures/Guidelines
SNCA	Sabine Neches Chief's Association
TLETS	Texas Law Enforcement Telecommunications System
TSA	The Salvation Army
USDA	United States Department of Agriculture
VOAD	Voluntary Organizations Active in Disaster

B. Definitions

Housing. Lodging provided during recovery or once immediate danger has passed.

Mass Care. Providing assistance to those who have been displaced from their homes and others affected by a hazardous situation or the threat of such a situation. Mass care for these individuals includes providing food, basic medical care, clothing, and other essential life support services.

Welfare Inquiries. Welfare inquiries are requests from relatives, friends, employers, or others for information on the status of persons in an area affected by a emergency situation who cannot be located because they have evacuated, become separated from their families, or cannot be contacted by normal means of communications. Registration of disaster victims at shelters provides some of the information needed to answer welfare inquiries. For emergency situations that extend beyond several days, the American Red Cross may activate a Welfare Inquiry (DWI) system to handle such inquiries.

Shelter. Short term lodging for evacuees during and immediately after an emergency situation. Shelters are generally located away from known hazards. Mass care operations are typically conducted in shelters.

Functional Needs Individuals/Groups. Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These groups may need to have specially trained health care providers to care for them, special facilities equipped to meet their needs, and may require specialized vehicles and equipment for transport. This population requires specialized assistance in meeting daily needs and may need functional assistance during emergency situations.

IV. SITUATION AND ASSUMPTIONS

A. Situation

1. Our Hazard Summary in Section IV.A of the Basic Plan identifies a number of threats that could make necessary evacuation of some portions of the City of Beaumont. Evacuees from other jurisdictions may also seek refuge in our area. Each of these situations may generate a need for shelter and mass care operations in our area.
2. We have the ultimate responsibility for providing shelter and mass care to protect local residents displaced from their homes and others who evacuate into our jurisdiction due to emergency situations.
3. Shelter and mass care needs may range from very short term operations for a limited number of people where the primary objective is to provide protection from the weather, comfortable seating, and access to restrooms to more lengthy operations for large number of evacuees where feeding, sleeping, and shower facilities are desirable and a variety of assistance must be provided to evacuees.
4. The American Red Cross (ARC) has been chartered under federal law to provide mass care to victims of natural disasters. Hence, our efforts should be coordinated with the ARC, which will normally operate shelter and mass care operations insofar as its capabilities permit.
 - a) The ARC signs agreements with local governments, school districts, churches, and other organizations to use their facilities for shelter and mass care operations. The ARC identifies suitable shelter facilities based on a set of standards, maintains a list of potential shelters, maintains shelter kits, and trains shelter management

personnel. All agreements within the City should also be made known to and/or be coordinated with Emergency Management.

- b) Local governments, as well as the ARC and other volunteer groups, may also sign agreements relating to the operation of shelter and mass care and feeding facilities when needed; such agreements detail the responsibilities of both the volunteer group and the local government. See Appendix 2 for pertinent local agreements.
5. If ARC services are not available, other volunteer organizations and religious groups may open shelters. Some of these organizations and groups coordinate their efforts with the ARC, while others may operate these facilities themselves and assume full responsibility for them.
 6. In the immediacy of an event/incident, if the ARC or other VOAD facilities are not immediately available, the City may need to establish some alternate care sites or shelters until appropriate support arrives. To this end, Emergency Management has established agreements with various sites which could be quickly established as shelter and/or mass care facilities

B. Assumptions

1. Shelters may have to be opened with little notice. Until the ARC personnel arrive and assume responsibility for managing such shelters, local government personnel may have to manage and coordinate shelter and mass care activities.
2. Volunteer organizations that normally respond to emergency situations will assist in shelter and mass care operations.
3. If additional resources are needed to conduct shelter and mass care operations, support may be requested pursuant to inter-local agreements and from state and federal emergency management agencies. When requested by a local jurisdiction, the Governor may authorize the use of military forces to support shelter and mass care operations.
4. Facilities previously assessed for shelter and mass care use will be available at times of need.
5. When evacuation is mandated during an emergency situation, experience indicates no more than 80 percent of those for whom evacuation has been mandated will evacuate. The vast majority of evacuees will seek refuge with friends or relatives or go to commercial accommodations rather than a public shelter. In addition, some people who are not at risk may spontaneously evacuate and some of those individuals may seek public shelter.
6. For hazards that are highly visible or extensively discussed in the media, people may evacuate even when an official recommendation is publicized to do so. Hence, shelter and mass care operations may have to commence early in an emergency situation.
7. Essential public and private services will be continued during shelter and mass care operations. However, for a major evacuation that generates a large-scale shelter and mass care operation, normal activities at schools, community centers, churches, and other facilities used as shelters may have to be curtailed or suspended.

8. Duties and requirements identified for the IC also apply to the UC as applicable by ICS fundamentals.

V. CONCEPT OF OPERATIONS

A. General

1. The City of Beaumont is responsible for developing a plan integrating the concepts of the National Incident Management System (NIMS) for coordinating and providing mass care services to persons affected by a disaster. The requirements for services may vary depending upon the nature, type, and level of the emergency. City officials will work closely with volunteer organizations that provide shelter and mass care support to determine the availability of shelter and feeding facilities, encourage facility owners to sign agreements for use of those facilities, and encourage facility owners to allow their personnel to participate in shelter management training.
2. The Incident Commander, Unified Command, or the emergency management staff is expected to determine the need for opening shelters and commencing mass care operations based on the emergency situation that prevails.
3. The Mayor or EMC may request the opening of shelters and recommend the closing of shelters when they are no longer required. These actions should be coordinated with the ARC and shelter providers. A list of potential shelters is provided in Appendix 1. The Mayor or designee may further assign tasks and responsibilities to support shelter and mass care efforts.
4. The City of Beaumont, in cooperation with volunteer disaster assistance organizations, will provide temporary shelter and support services for people displaced from their homes.
5. The ARC and other private disaster assistance organizations will be called upon to:
 - a) Open and temporary shelters for the displaced population.
 - b) Activate or organize shelter teams and provide shelter kits.
 - c) Register those occupying public shelters.
 - d) Provide feeding, emergency first aid, and other basic life support needs for those occupying temporary shelters.
 - e) For extended shelter operations, activate a disaster welfare inquiry system
 - f) Provide shelter management training and participate in related training and exercises.
6. Provide City EOC periodic reports on the status of shelter and mass care operations. In some disasters, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities. To the extent possible, local government will assist and coordinate post-disaster housing needs of the homeless.

B. Shelter

1. Shelter Selection. The ARC and Department of Justice publish standards for temporary shelters. The following criteria may be useful in screening facilities to determine which merit more detailed inspection:
 - a) Must be structurally sound and in a safe condition.
 - b) Must not be located in an area subject to flooding or where flooding can cut off access to the facility.
 - c) Must not be in a hazardous materials risk area.
 - d) Should have adequate sleeping space.
 - e) Should have sufficient restrooms for the population to be housed.
 - f) Should have adequate climate control systems.
 - g) Kitchen/feeding area is desirable.
 - h) Shower facilities are desirable if the facility will be used for more than one day.
 - i) Telephone service is essential.
 - j) Adequate parking is desirable.
 - k) Easy ingress/egress for major thoroughfares is desirable.

The Shelter/Mass Care Branch Director and/or EMC should coordinate with the ARC and other volunteer organizations in identifying potential shelters and developing the shelter list in Appendix 1 to ensure that issues of interest to local government are considered in the shelter selection process.

Additionally, in the absence of certain resources and aspects, a plan to mitigate these issues should be identified in the plan (i.e. supply a mobile shower facility; or install a ramp to allow handicap access over a lip entering a shower).

2. Shelter Facilities:

- a) Both the ARC and Emergency Management officials execute agreements with building owners for use of structures as shelters and normally inspects the facilities it plans to use to determine their capacities and the availability of various types of equipment.
- b) Schools are the most frequently used shelters because they generally have substantial space, a feeding capability, sufficient restrooms, and adequate climate control systems. Those who wish to utilize schools for sheltering must secure permission from school officials.
- c) Community centers and churches are also frequently used as shelters. Permission to use these facilities or any other facilities for disaster operations should be secured in writing from the owners or operators of those facilities.
- d) Shelters may not have cots, thus evacuees may have to sleep on the floor. Public information messages should highlight this situation and encourage those who plan to take refuge in a public shelter to bring bedding and other necessities (i.e. medications, toiletries, important documents). Template sheltering messages are available in Appendix 5 to Annex A.

3. Shelter Operations

- a) The specific facilities that will be used for sheltering and feeding during an emergency will depend on the needs of the situation, the status of available facilities, the location of the hazard area, and the anticipated duration of operations. Shelters are typically opened and closed based on need. When occupancy of existing shelters reaches 75 to 80 percent, consideration should be given to opening an additional facility.
- b) It is generally more effective in terms of resource utilization to operate a few medium to large shelters than a large number of small facilities.
- c) Shelters should be managed by individuals with shelter management training, supported by *individuals who work in the facility on a daily basis*. The ARC and the Shelter/Mass Care Branch Director will jointly maintain a listing of trained shelter and mass care facility managers in the local area. This list should be available in the local office of Emergency Management as well.
- d) To ensure consistency in shelter activities, it is desirable that all shelters follow a general set of operating guidelines. When the ARC opens a shelter, ARC policies guide how the facility is staffed and operated.
- e) Shelter managers are expected to provide daily reports on the number of occupants and the number of meals served. Volunteer groups operating shelters may also be required to report this information through their organizational channels and to the City EOC.
- f) Local government is responsible for providing the following support for approved shelter operations:
 - 1) Security and, if necessary, traffic control at shelters.
 - 2) Fire inspections and fire protection at shelters.
 - 3) Arrange for food, shelter supplies, and equipment if the organization operating the shelter cannot do so.
 - 4) Transportation for basic medical attention, if the organization operating the shelter cannot do so (i.e. hospitals or dialysis).
- g) Evacuees normally return to their homes as soon as the danger has passed. Hence, most shelters are closed quickly and returned to normal use. However, some evacuees may be unable to return to their homes due to damage or destruction. It may be necessary to keep one or more shelters open for a reasonable period until those who cannot return to their residences can be relocated to motels, rental units, mobile homes, and other types of temporary lodging. Such extended use facilities should have showers and on-site feeding; cots should be provided.

C. Mass Care

Mass care includes the registration and tracking of evacuees and facility occupants, feeding of evacuees and emergency workers, and provision of other life support needs for shelter occupants.

1. Registration

- a) The purpose of registration is to be able to respond to inquiries about the status of evacuees, monitor health concerns, and provide a basis for post-emergency follow-up support.
- b) The ARC may assist local government in the registration of evacuees who are sheltered in ARC managed facilities. The Shelter/Mass Care Branch Director should coordinate with other organizations that operate shelters to ensure that evacuees occupying those facilities are registered and information provided to the EOC.
- c) Much tracking and registration for City shelters or sites will be coordinated through the SNCA functional needs database or EMTRAC during medical triage.

2. Feeding:

- a) Both fixed facilities and mobile units may be used for preparing and serving meals. Fixed facilities include schools, churches, and civic buildings serving as shelters. The ARC, TSA, and other disaster relief agencies may also deploy self-contained mobile feeding units to supplement fixed feeding facilities.
- b) The U.S. Department of Agriculture (USDA), through the Health and Human Services Commission (HHSC), food banks, and commercial facilities provides USDA commodities used in preparing meals or for distribution to disaster victims.
- c) If a school is used as a congregate feeding site, the school may use USDA commodities already on its shelves to prepare meals for mass care operations. USDA will replace them or credit their entitlement dollars as long as school officials provide HHSC with an itemized list of which commodities were used and daily meal counts. USDA commodities **may not** be used without prior approval from HHSC. The request must come from the ARC. Form FCS-292, which is a report of commodity distribution, must be completed by school officials within 30 days after the termination of assistance to the disaster victims. Also HHSC will arrange to have additional USDA commodities shipped to the feeding site, if necessary, either directly from USDA or one of the HHSC warehouses.

3. Other Needs

In addition to the provision of shelter and mass care services, evacuees may need assistance with clothing, basic medical attention, prescription medicines, disaster mental health services, temporary housing, and other support services. Some of these services may be provided by the same volunteer organizations that are operating shelters. In other cases, the Shelter/Mass Care Branch Director will have to identify the needs of those in public shelters to the Human Services Officer, who may be able to arrange for assistance from other volunteer organizations and agencies. Many human services programs also serve disaster victims that have not been evacuated from their homes. A description of human services programs and procedures for requesting human services support are provided in Annex O (Human Services).

D. Functional Needs Groups and Individuals

1. Functional needs facilities include hospitals, nursing homes, group homes, and correctional institutions. Such facilities are responsible for the welfare and safety of their clients, who may need specially trained staff to care for them and functional equipment and facilities to meet their needs. Institutions supporting functional needs populations are required by state and federal regulations to have disaster preparedness plans that provide for evacuation and relocation of the institution's population to comparable facilities in an emergency.
2. Mass care shelters for the general population must be capable of accommodating all functional needs groups. This may include staff and equipment or accommodations for medical issues more available in medical shelters (i.e. facilitate transport for dialysis instead of on-site treatment). In the event that functional needs facilities encounter difficulty in evacuating and relocating their clients, local officials may need to assist those facilities in arranging transportation and in locating suitable reception facilities. It may also be necessary to assist in relocating some medical patients who are living at home.
3. Public shelters can generally accommodate individuals with functional needs who require minimal care and are attended by their families or other caregivers.
4. FNSS policy included in Appendix 3 provides triage guidelines for differentiating between a recommendation for a medical versus a general population shelter.

E. Handling of Pets

1. Evacuees who go to the homes of relatives or friends or commercial accommodations with their pets do not normally pose difficulties during an evacuation. However, evacuees with pets seeking public shelter can create potential problems. For health reasons, pets are not allowed in emergency shelters operated by the ARC and most other organized volunteer groups. However, a number of studies have indicated that some people, particularly the elderly, will not leave their homes if they cannot take their pets with them. Hence, it is desirable to make reasonable arrangements for evacuees who come to public shelters with pets. The Animal Services Officer should coordinate these arrangements.
2. Depending on the situation, we will use one or more of the following approaches to accommodate evacuees arriving with pets:
 - a) Provide pet owners information on nearby kennels, animal shelters, and veterinary clinics that have agreed to temporarily shelter pets.
 - b) Direct pet owner to a public shelter that has covered exterior corridors or adjacent support buildings where pets on leashes or in carriers may be temporarily housed.
 - c) Set up temporary pet shelters.

F. Public Information

1. The public information staff is expected to develop emergency public information messages to advise those who are or will be evacuating of the location of public shelters and general shelter policies.

2. The public information staff should also provide information on the emergency situation to shelter managers so they can pass such information on to shelter occupants.

G. Welfare Inquiries

The City of Beaumont will attempt to answer disaster welfare inquiries to the extent possible using the registration data obtained at shelters and other facilities. The Shelter/Mass Care Branch Director will respond to inquiries until the ARC can assume that function. For more information on Welfare Inquiries, see Section IX.E of this annex.

H. Actions by Phases of Emergency Management

1. Mitigation:

- a) Identify volunteer organizations that could assist in shelter and mass care operations and develop cooperative agreements.
- b) In coordination with volunteer organizations, identify suitable shelters and feeding facilities.
- c) Sign agreements with volunteer organizations authorizing use of local government facilities for shelter and mass care operations.
- d) Encourage schools, universities, churches, and volunteer groups to sign written agreements for use of their facilities as emergency shelters.

2. Preparedness:

- a) Send selected local officials to shelter management training and encourage those organizations or agencies that will be making their facilities available for use as shelters to send their personnel to such training.
- b) In coordination with volunteer organizations, identify potential shelters, and develop general shelter and mass care procedures for the local area.
- c) Conduct facility surveys/assessments to ensure appropriate functional and ADA accommodations are provided.
- d) Coordinate basic communication and reporting procedures.
- e) Develop facility setup plans for potential shelters and mitigation measures to overcome any functional or ADA shortfalls.
- f) Identify population groups requiring functional assistance during an emergency (i.e., senior citizens, functional needs, etc.) and ensure that preparations are made to provide assistance.

3. Response:

- a) Open and staff shelters and mass care facilities.
- b) Provide information to the public on shelter locations and policies.
- c) Assist in or facilitate the registration of evacuees.
- d) Provide food, clothing, first aid, and other essential services to evacuees.
- e) Maintain communications between mass care facilities and EOC.
- f) Provide periodic reports on shelter occupancy and meals served.
- g) Provide information to victims needing additional services.

4. Recovery:

- a) Provide residence functionality assessment for functional needs individuals identified as "medical" prior to facilitating return to City/home.
- b) Assist evacuees in returning to their homes if necessary.
- c) Assist those who cannot return to their homes with temporary housing.
- d) Deactivate shelters and mass care facilities and return them to normal use.
- e) Inform public of any follow-on recovery programs that may be available.

VI. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES
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A. General

- 1. Our normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 3 to the Basic Plan, will carry out shelter and mass care operations.
- 2. Operations will be organized in accordance with NIMS guidelines.
- 3. We expect to be assisted by the ARC, other volunteer organizations active in disaster, and local volunteer groups and charitable organizations in conducting shelter and mass care operations. The Shelter/Mass Care Branch Director is responsible for coordinating the efforts of local government, volunteer groups, and other agencies involved in shelter and mass care operations.

B. Task Assignments

- 1. The Mayor or designee will:
 - a) Direct the opening of local shelter and mass care facilities and the closing of such facilities when they are no longer needed.
 - b) Approve release of emergency public information materials on shelter locations and guidance on what people should bring and not bring to public shelters prepared by the public information staff.
 - c) Coordinate shelter and mass care efforts with other local governments and other entities, where appropriate.
 - d) Request shelter and mass care support from other local governments or the State if local resources are insufficient.
- 2. The EMC will:
 - a) Coordinate shelter and mass care planning with the Shelter/Mass Care Branch Director, the PIO, the Donations Management Unit Leader, other local officials, and applicable volunteer organizations.
 - b) When the situation warrants, recommend to the Mayor that shelter and mass care operations be implemented. Recommendations on the number of facilities to be activated and specific facilities to be used should be coordinated if possible with the volunteer organizations that will operate those facilities.

- c) Coordinate with the functional managers in the EOC to provide support for shelter and mass care activities.
 - d) Develop and periodically review emergency agreements with volunteer groups for the use of facilities owned by local government as shelters and encourage other agencies, organizations, and groups that have suitable facilities to sign similar agreements.
 - e) Receive reports on shelter and feeding operations from the Shelter/Mass Care Branch Director and/or Situation Unit Leader. During major emergencies, summarize shelter and mass care activities in the periodic Situation Report; see Annex N, Direction & Control, concerning this report.
 - f) When conditions warrant, recommend to the Mayor that shelter and mass care facilities be closed.
3. The IC/UC will identify requirements for shelter and mass care support needed as a result of an evacuation.
 4. The Public Health Director will designate a Shelter/Mass Care Branch Director to coordinate all assigned duties noted below.
 5. The Shelter/Mass Care Branch Director and/or Donations Management Unit Leader will:
 - a) Identify volunteer organizations that are willing to support local shelter and mass care activities. See Appendix 1 to Annex O.
 - b) In coordination with volunteer organizations that normally operate shelters and feeding facilities, identify potential shelter and mass care facilities. See Appendix 1 to this annex.
 - c) Develop cooperative agreements with volunteer organizations relating to shelter and mass care support. See Appendix 2 for pertinent information.
 - d) Ensure mass care facilities are adequately staffed and equipped.
 - e) Coordinate mass feeding where needed. Coordinate with HHSC officials for supplementary food stocks from USDA sources if required.
 - f) Identify requirements for human services support for evacuees in shelters to the Donations Management Unit Leader.
 - g) Identify requirements for facility security and fire protection requirements for shelters to the police and fire departments.
 - h) Coordinate resource support for shelter operations.
 - i) Coordinate basic medical assistance for individuals in mass care facilities.
 - j) Monitor health and sanitation conditions in mass care facilities.
 - k) Upon request, coordinate disaster mental health services for occupants of mass care facilities.
 - l) Upon request, coordinate transportation for return of evacuees without vehicles to their homes.
 - m) Coordinate the acquisition of any medical supplies needed for mass care shelter or facility.
 - n) Receive reports on shelter and mass care operations and provide summary information for inclusion in the periodic Situation Report.
 - o) Respond to disaster welfare inquiries until that function is assumed by the ARC.

6. Shelter Managers will:
 - a) Staff and open shelters and keep them operating as long as necessary.
 - b) Register shelter occupants and assist in answering disaster welfare inquiries.
 - c) Arrange for mass feeding if required.
 - d) Identify additional resource requirements to the Shelter/Mass Care Branch Director.
 - e) Coordinate with the Shelter/Mass Care Branch Director to provide individual and family support services as needed.
 - f) Submit a daily mass care facility status report to the Shelter/Mass Care Branch Director that indicates the number of shelter occupants, the number of meals served, and the condition of the facility, and also identifies any problem areas.
 - g) Maintain records of supplies received and expended.
 - h) When directed, terminate operations, turn in equipment and unused supplies, return the facility to its original condition, and submit a final report mass care facility status report to the Shelter/Mass Care Branch Director.
7. The Police Chief or designee will coordinate security and law enforcement support for shelter and mass care facilities as necessary.
8. The Information Technology Director or designee, or Communications Unit Leader will coordinate provision of communications as necessary.
9. The Fire Chief or Fire Marshal or designee(s) will:
 - a) Inspect shelter and mass care facilities for fire safety.
 - b) Provide and maintain shelter fire extinguishers.
 - c) Train shelter management personnel in fire safety and fire suppression as applicable.
10. The Ground Support Unit Leader will:
 - a) Arrange transportation for evacuees in shelters to feeding sites if necessary.
 - b) Arrange transportation for shelter equipment, food, clothing, blankets, comfort kits, and other shelter supplies to shelter and mass care facilities.
 - c) Upon request, provide transportation for return of evacuees without vehicles to their homes.
11. The Donations Management Unit Leader will coordinate provision of clothing, blankets, personal care items and other items to evacuees if needed.
12. The PIO will:
 - a) Provide information to the public on the locations of shelters and shelter operating policies.
 - b) Provide updates on the emergency situation to shelter managers to be passed on to shelter occupants.
 - c) Provide public information on closure of shelters and return of evacuees to their homes.
13. The Animal Services Officer will:

- a) Coordinate arrangements to provide temporary facilities for evacuees arriving at shelter and mass care facilities with pets.
- b) Be prepared to provide shelter managers with information on procedures for handling evacuees with pets.

14. The American Red Cross

Pursuant to a cooperative agreement between the ARC and the City of Beaumont, the ARC has agreed to do the following:

- a) Staff and operate shelter and mass care facilities.
- b) Register evacuees.
- c) Provide canteen service for victims and emergency workers.
- d) Provide emergency assistance for other essential needs.
- e) Process inquiries from concerned families outside the disaster area.
- f) Coordinate and disseminate common shelter operating guidelines to volunteer organizations operating shelters.
- g) Support the Joint Information Center (JIC) and/or Joint Information System (JIS) if established.

15. School District will shelter students in school buildings when the situation warrants.

16. To the extent possible, Public Works and/or Water Utilities will ensure power, water supply, and sanitary services are operable at shelter and mass care facilities during emergency conditions.

VII. DIRECTION AND CONTROL

A. General

- 1. The Mayor or designee shall establish priorities for and provide policy guidance for shelter and mass care activities.
- 2. The EMC will provide general direction to the Shelter/Mass Care Branch Director regarding shelter and mass care operations.
- 3. The Shelter/Mass Care Branch Director will plan and manage the conduct of shelter and mass care activities, coordinating as necessary with volunteer organizations that participate in shelter operations or mass feeding and other departments and agencies.
- 4. Shelter managers will be responsible for the operation of their individual facilities.
- 5. Methods of direction and control will be consistent with NIMS guidelines.

B. Line of Succession

- 1. The line of succession for the Shelter/Mass Care Branch Director/Mass Care Coordinator is:

- a. Public Health Director
 - b. Assistant Public Health Director
 - c. EMS Manager
2. The line of succession for other shelter and mass care personnel will be in accordance with existing City policies and SOPs.

VIII. READINESS LEVELS

A. Level 4: Normal Conditions

See the mitigation and preparedness activities in sections V.H.1 and V.H.2 of this annex.

B. Level 3: Increased Readiness

1. Alert key staff and volunteer organizations involved in shelter and mass care activities of threat.
2. Review personnel availability and assignments.
3. Assess potential shelter and mass care requirements.
4. Review and update lists of lodging and feeding facilities and check on availability of facilities.
5. Identify requirements for pre-positioning equipment and supplies.
6. Monitor the situation

B. Level 2: High Readiness

1. Activate applicable personnel and make preliminary assignments. Identify personnel to increase staffing as needed.
2. Update estimate of shelter and mass care requirements.
3. In coordination with volunteer organizations, check on availability of facilities and identify facilities that will actually be used.
4. In coordination with volunteer organizations, develop tentative shelter and feeding facility opening sequence
5. Consider precautionary staging of personnel, equipment, and supplies..
6. Draft information for release to the public concerning potential or active shelter locations.

C. Level 1: Maximum Readiness

1. Deploy any additional personnel needed to the EOC or ICP to monitor the situation and support precautionary activities. Place off-duty staff on-call.
2. Update estimate of shelter and mass care requirements.
3. In coordination with volunteer organizations, update potential facility use plans and tentative facility opening sequence.
4. In coordination with volunteer organizations, develop updated staff assignments for emergency operations.
5. Consider additional requirements for staging of personnel, equipment, and supplies.
6. Coordinate with the Communications Officer on anticipated communications requirements.
7. Coordinate with the Transportation Officer/Ground Support Unit Leader regarding anticipated transportation requirements.
8. If appropriate, provide the public information about shelter locations.

IX. ADMINISTRATION AND SUPPORT

A. Records

1. Shelter and feeding facility managers shall maintain a record of supplies received and expended. Copies of these records will be provided to the Shelter/Mass Care Branch Director, who shall maintain a consolidated file.
2. Documentation of Costs. All departments and agencies will maintain records of personnel and equipment used and supplies expended during shelter and mass care operations as a basis for possible cost recovery from a responsible party or insurer or possible reimbursement of expenses by the state or federal government.

B. Reports

1. Shelter Managers will report occupancy and number of meals served figures to the ICP each morning.
2. The EOC or ICP will include shelter occupancy information in the periodic Situation Report sent to the Disaster District and other agencies. Information on the Situation Report is provided in Annex N, Direction & Control.
3. The ARC and other volunteer groups may also report shelter and feeding information through their organizational channels.

C. Training & Exercises

1. The EMC will coordinate with the ARC to ensure that shelter management and other appropriate training is made available to local officials and volunteers who participate in shelter and mass care activities. All departments and organizations should ensure that their personnel are trained to accomplish the tasks assigned to them.
2. Emergency exercises shall periodically include a shelter and mass care scenario based on the hazards faced by this jurisdiction. Volunteer organizations that participate in shelter and mass care operations shall be invited and encouraged to participate in such exercises.

D. Communications

The primary communications between shelter and mass care facilities and the EOC or ICP will be by landline or cellular telephone. If regular telephones cannot be used, satellite phones or radios should be provided; amateur radio operators may be able to assist with communications needs.

E. Welfare Inquiries

1. We will attempt to respond to disaster welfare inquiries until the ARC can establish a Welfare Inquiry system to answer requests from relatives and friends concerning the safety and welfare of evacuees or those in disaster areas. The Welfare Inquiry system uses information from shelter lists, casualty lists, hospitals, and other sources to aid in family reunification and in responding to inquiries from immediate family members from outside the affected area about the status of their loved ones. A Welfare Inquiry system may not be established in short duration emergency situations.
2. Mass care facilities assist in Welfare Inquiries by gathering information on disaster victims through registration of victims at shelters. Assistance may also include the distribution of postcards to shelter residents for their use in contacting family members outside the affected area. The organization of the Welfare Inquiry function may vary considerably. For a small-scale operation, the local ARC chapter may provide assistance. For a large operation, a Welfare Inquiry team may be established. The need for the Welfare Inquiry function and its composition depend on factors such as the number of families affected, media coverage of the event, lack of communication capabilities in the affected area, and the number deaths, injuries, and illnesses.
3. Shelter managers must be aware of the importance of confidentiality in gathering and releasing information about shelter occupants. Welfare Inquiries will be addressed to the Shelter/Mass Care Branch Director until the ARC assumes responsibility for this function.

F. External Assistance

If shelter and mass care needs cannot be satisfied with local resources and those obtained pursuant to inter-local agreements and from volunteer organizations, authorized local officials may request state assistance from the Disaster District Committee (DDC) Chairperson in Beaumont. For more details on requesting state assistance, see Section V.F of the Basic Plan.

X. ANNEX DEVELOPMENT & MAINTENANCE

- A. The Shelter/Mass Care Branch Director, in coordination with the EMC, is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.
- B. This annex will be revised annually and updated in accordance with the schedule outlined in Section X of the Basic Plan.
- C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs covering those responsibilities.

XI. REFERENCES

- A. ARC Disaster Services Program, *Mass Care – Preparedness and Operations*, ARC 3031, April 1987.
- B. ARC Disaster Services Program, *Disaster Welfare Inquiry*, ARC 3044, April 1996.
- C. Annex C (Shelter & Mass Care) to the *State of Texas Emergency Management Plan*
- D. FNSS Guidance, (State of Texas April 2011)
- E. Texas American Red Cross home page: www.redcross.org. This site contains information on the Texas ARC as well as information on the coverage areas for the ARC Chapters as well as addresses and phone numbers for those chapters.

Appendices:

Appendix 1	Reception and Care Facilities
Appendix 2	Shelter & Mass Care Documents
Appendix 3	Hurricane Reception and Care
Appendix 4	FNSS Triage Guidance
Appendix 5	Refusal of Medical Shelter Placement Recommendation

RECEPTION AND CARE FACILITIES

- A. Buildings listed in this appendix have been surveyed for their suitability as temporary reception and care facilities. The buildings surveyed fall into the following categories:
1. Public schools with multi-purpose rooms, showers, and cafeteria facilities.
 2. Church facilities such as parish centers with kitchens.
 3. Clubs operated by fraternal and social organizations that have suitable eating and bathroom facilities.
 4. Governmental or non-profit facilities such as community centers or activity centers for senior citizens.
 5. Governmental and/or public buildings considered being essential operations facilities for managing a crisis, i.e., city halls, civic centers, courthouses, fire and police stations, and hospitals.
- B. The following are definitions used in the facilities listing:
1. Estimated Shelter Capacity for general population: The estimated short-term capacity of the facility based on 40 square feet per person; however, in a tornado or very short term emergency, the square footage can be reduced to 10 square feet per person.
 2. Estimated Shelter Capacity for medial population: The estimated short-term capacity of the facility based on 100 square feet per person
 3. Estimated Feeding Capacity: The estimated number of people for which the facility can prepare food e.g. three simple meals per day.
 3. Shelter Agreement:
 - a. Indicate the organization the building owner(s) have the shelter agreement with e.g. ARC, TSA, churches, or other volunteer group(s).
 - b. An "N" or a "No" response in this column indicates that the building is not presently covered by a shelter agreement.

RECEPTION AND CARE FACILITIES LISTING

<u>NAME/ADDRESS</u>	<u>EST. CAP.</u>	<u>EST. FEEDING CAPACITY</u>	<u># OF TOILETS</u>	<u># OF SHOWERS</u>	<u>GENERATOR?</u>	<u>SHELTER AGREEMENT?</u>
Sterling Pruitt Activity Center 2930 Gulf Beaumont, Texas 77703 838-2723	300	300	2 Men's, urinals and 2 commode, 5 women stalls	2	No	ARC
Salvation Army 2350 IH10 East Beaumont, Texas 77703 896-2361	250	250	5	0	No	No

Additional Shelters, Points of Distribution, and Alternate Care Sites are maintained in the local Office of Emergency Management.

SHELTER & MASS CARE DOCUMENTS

Note 1: As a coastal jurisdiction, Beaumont is will normally have no shelters established with respect to hurricane evacuations.

Note 2: For smaller and more common incidents, standard reception and shelter sites are noted in Appendix 1 to Annex C (above).

Note 3: For larger emergencies/disaster, additional Shelters, Points of Distribution, and Alternate Care Sites are maintained in the local Office of Emergency Management.

HURRICANE RECEPTION & CARE

Due to the unpredictability of hurricanes, the City of Beaumont, as a coastal jurisdiction, is not a host city during a hurricane evacuation.

FNSS Medical Triage Guidelines

A. Tab- H Rapid Assessment (Triage)

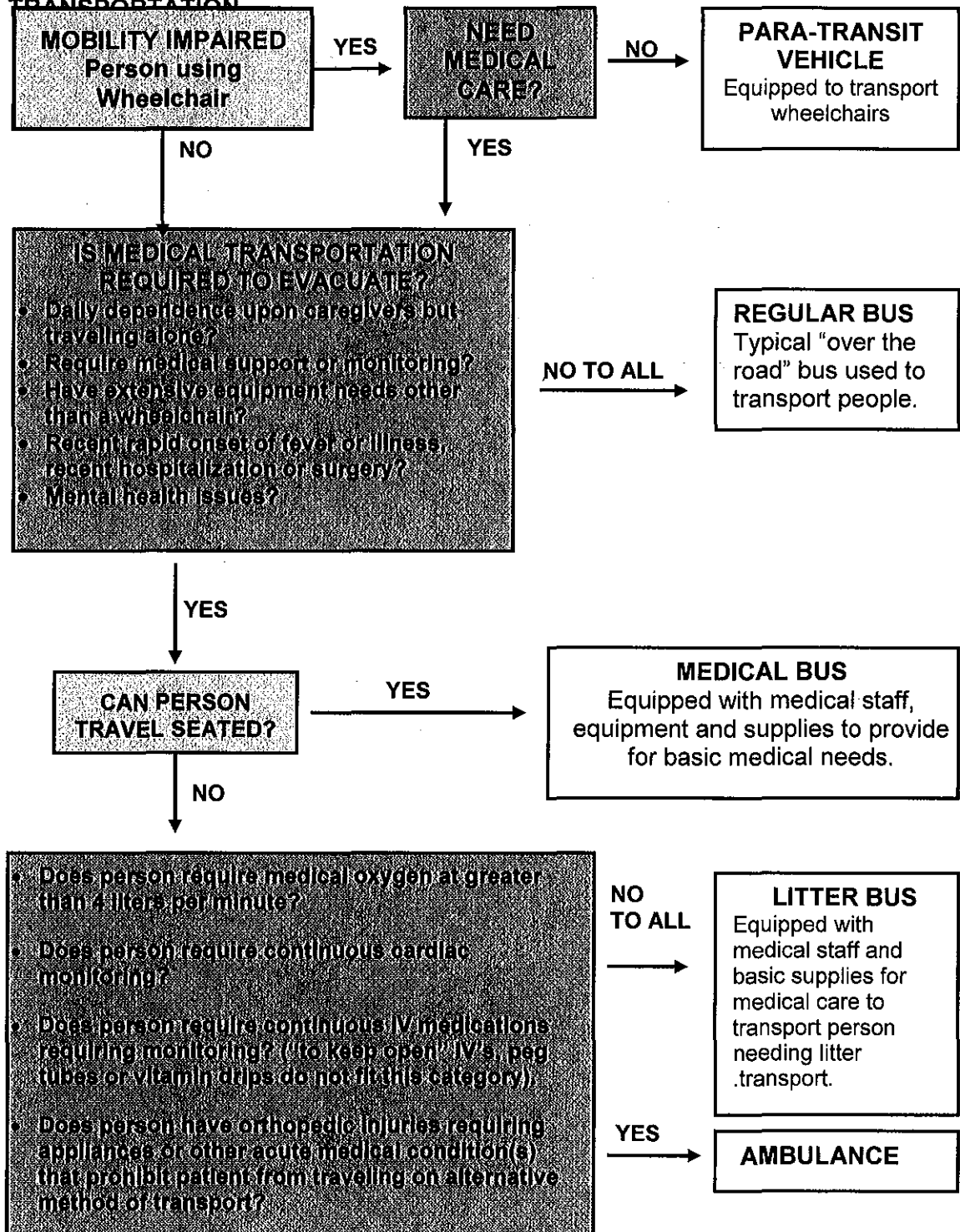
EVACUATION/ RE-ENTRY TRANSPORTATION ASSESSMENT/TRIAGE

DOES THIS PERSON REQUIRE EMERGENCY MEDICAL TREATMENT?



911-HOSPITAL

STATUS TRANSPORTATION



Planning Notes

ANNEX C



Shelter and Mass Care

Planning Notes

Annex C – Shelter & Mass Care

1. General

- A. Throughout the sample annex, brackets are used to highlight text that should be tailored for local circumstances. For example, if the annex text indicates [County Judge/Mayor], County Judge will typically be deleted for municipal plans, while Mayor will typically be deleted from county plans. For interjurisdictional plans, the entry should be reworked to describe local practice. Hence, in an interjurisdictional plan, the entry [County Judge/Mayor] might be replaced by County Judge and Mayors, County Judge or Mayors, County Judge, assisted by Mayors, or other text depending on local practice.
- B. The entry [county/city] should be replaced with an appropriate jurisdiction name, either the city name, the county name, or the terms 'this city' or 'this county.' For interjurisdictional plans (a county and one or more cities), normal practice is to either enter the county name alone or enter the county name followed by the phrase "*and cities adhering to this plan*" or something similar to avoid having a lengthy list of cities repeated throughout the annex. In some instances, the term 'we' may be a suitable substitute for the city or county name.
- C. If you do not plan to request the American Red Cross (ARC) conduct shelter and mass care operations, but rather local government or some other volunteer group will perform this function, modify the text dealing that deals with the role of the ARC in sheltering and mass care accordingly. You need to clearly describe how the shelter and mass care function will be carried out.

2. Specific

- A. Section I. Add any local authorities pertinent to the subject of this annex.
- B. Section III. Add to subsection A any acronyms that you have added to the sample annex. Define any terms added to the annex that require explanation in subsection B.
- C. Section IV.A.1. If you are not a planned destination for hurricane evacuees, then delete the third sentence. If you are, then fill in the names of counties from where hurricane evacuees are likely to originate. Example: Our area is an expected destination for hurricane evacuees from Harris, Brazoria, and Galveston counties.
- D. Section V.A.7. If you are not a destination for hurricane evacuees, then delete this paragraph.
- E. Section V.E.1. Identify by position who will coordinate arrangements for pets.
- F. Section V.E.2. Delete options for handling evacuees with pets that will not be used in your jurisdiction. In subsection c, indicate which local facilities will be used to house pets.

- G. Section VI.B. Job titles should be modified to conform to your local organizational arrangements. Task assignments should be modified as necessary to accurately describe who will perform the task; task assignments should be consistent with those made in your Basic Plan.
- H. Section VI.B.13. Although the ARC has been chartered under federal law to provide shelter and mass care to victims of natural disasters, it is desirable to have a simple document that outlines what you can expect from them and they can expect from you. See Attachment 2 to these planning notes for further information and a sample agreement.
- I. Section VI.B.16. Add a description of the shelter and mass care services that you expect volunteer groups to provide. This section should be consistent with any agreements or memoranda of understanding that you have signed with those groups that appear in Appendix 2. See Attachment 2 to these planning notes for further information on agreements and memoranda and a sample agreement.
- J. Section VII.B. It is recommended that the line of succession be at least 3 deep.
- K. Section IX.B.1. The ARC will normally use ARC Form 5975, Mass Care Activity Report, to report shelter occupancy and the number of meals served. Some other volunteer organizations have their own report forms for reporting this information and some groups have no reporting requirements or forms. If you are working with groups that do not have suitable reporting forms, lay out your specific reporting requirements in this section.
- L. Section X.A. Identify the specific individual by position who has primary responsibility for the shelter and mass care function and, thus, maintaining this annex.
- M. Section XI. Add any additional references that you consider pertinent to the subject of this annex.
- N. Appendix 1 – Reception & Care Facilities. In the Facilities List, delete the sample information and enter data for your local facilities. If some items of information are unknown, so indicate.
- O. Appendix 2 – Shelter & Mass Care Agreements & Memoranda.
 - 1) Facility Agreements.
 - a) Local governments may execute facilities agreements with the ARC or other volunteer groups to provide government-owned buildings for use as shelter and mass care facilities. See the sample facility use agreement in Attachment 1 to these planning notes. The sample agreement was developed by the ARC to provide a basis for it to use facilities owned by schools, churches, local governments, and others for shelter and mass care operations.
 - b) If you plan to have an organization other than the ARC conduct shelter and mass care operations in government-owned buildings, you may wish to conclude a similar written agreement with that organization. The ARC agreement might be used as a basis.

2) Agreements for Volunteer Group Shelter & Mass Care Support.

If you are relying on volunteer groups to support shelter and mass care operations, it is desirable to develop memoranda of understanding (MOU) with those groups to clearly lay out the tasks they are willing to perform and what tasks the government will perform to assist them. Such agreements provide a basis of common understanding necessary for effective planning by both parties. A sample Memorandum of Understanding for Shelter and Mass Care Activities is provided in Attachment 2 to these planning notes.

3) Copies of any facility use agreements and memoranda that you have executed should be included in Appendix 2. Summaries of these documents should be included in Attachment 6 to the Basic Plan.

P. Appendix 3 - Hurricane Reception and Care. A hurricane reception and care appendix should be included in this annex if your is a primary destination for hurricane evacuees. Existing hurricane reception and care appendices may have a number other than Appendix 3. If this is the case, either revise the list of appendices in this annex or the renumber the existing annex. Existing appendices should be used until revised planning guidance for hurricane reception and care is published.

Signatures to the Agreement:

Chairperson

President/Chairperson/Owner

Chapter/American Red Cross Unit

School District/Church/Other Organization

Date

Date

*Add "and peacetime radiological emergencies/nuclear accident" when applicable.

ATTACHMENT 2

SAMPLE MEMORANDUM OF UNDERSTANDING FOR SHELTER & MASS CARE ACTIVITIES

This Memorandum of Understanding is made and entered into between county or city name, referred hereinafter as the [County/City] and volunteer or charitable organization name, referred hereinafter as the Organization.

The [County/City] desires the assistance of volunteer and charitable organizations in providing shelter and mass care for the members of public affected by emergency situations. The Organization wishes to volunteer its resources for such purposes during emergency situations. The purpose of this memorandum is to outline the actions that each party is willing to undertake with respect to shelter and mass care operations as a basis for further planning and preparation by both parties.

When requested by an authorized representative of the [County/City], the Organization will use its best efforts to provide the following services for disaster victims:

- Activate and operate temporary shelters and register people using those shelters.
- Activate and operate mass feeding facilities a fixed site or sites.
- Activate and operate a mobile feeding facility.
- Provide meal preparation facilities to feed victims lodged in other facilities.
- Provide replacement clothing.
- Provide replacement furnishing and household goods.
- Provide crisis counseling.
- Provide assistance in home cleanup.
- Provide assistance with home repairs.
- Provide assistance in caring for pets of persons displaced from their homes.
- Receive, sort, and distribute goods donated for disaster victims.
- Other (describe):

- Other (describe):

- Participate in pre-disaster shelter and mass care planning with the [County/City].
- During emergency operations, provide periodic reports on its shelter and mass care activities to the Shelter Officer in the Emergency Operating Center.

The [County/City] will use its best efforts to:

- Where possible, provide advance warning to the Organization of the possible need for shelter and mass care operations so that the Organization may mobilize its resources.
- Provide security for shelter and mass care facilities.
- Provide fire inspections for shelter and mass care facilities.
- Provide traffic control in the vicinity of shelter and mass care facilities.
- Provide information to disaster victims through the media on what they should bring and should not bring to shelter and mass care facilities.
- Provide or arrange transportation for shelter and mass care equipment and supplies that cannot be transported by the Organization.

- Coordinate with state and federal agencies to obtain supplementary food supplies, if required.
- To the extent possible, ensure utilities are operable at shelter and mass care facilities.
- Provide updated information on the emergency situation to shelter managers to be passed on to shelter occupants.
- Invite volunteer and charitable organizations to participate in periodic emergency exercises to test plans, procedures, and coordination.
- Other (describe):
- Other (describe):

In witness of these understandings, the authorized representative of governing board of the Organization and the chief elected official of the [County/City] have fixed their signatures to this memorandum, which shall become effective and operative upon the fixing of the last signature hereto.

President, Chairperson

[County Judge/Mayor]

Organization

[_____ County/City of _____]

Date

Date