

OFFICE OF EMERGENCY SERVICES

LAKE COUNTY SHERIFF'S OFFICE

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LAKE OPERATIONAL AREA

Lake County Emergency Operations Plan

Mass Care and Shelter Annex

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Mass Care and Shelter Annex

1.0 Introduction

The function of mass care and shelter is to provide temporary relief to disaster victims by providing emergency care including shelter, food, liquids, health care, information, communication, and other human services.

1.1 Purpose

The *Mass Care and Shelter Annex* to the *Lake County Emergency Operations Plan (EOP)* provides an overview of mass care and shelter functions, agency roles and responsibilities, and overall guidelines for the care and shelter of people who need care and sheltering services during an emergency situation in incidents with and without warning. This plan describes the actions, roles, and responsibilities of coordinating and participating organizations in the County in their endeavor to manage the care and shelter process before, during, and after the emergency. This annex addresses general strategies used for any emergency in general. Specific actions that will be taken at the shelter or evacuation sites will be described in each functional annex and in the respective agency plans and Standard Operating Procedures.

1.2 Scope

This annex is intended to address the mass care and shelter needs of the general population, including those with functional and access needs. Refer to *Access and Functional Needs Annex* for specific AFN plan. This annex is not intended to address the needs of those who are medically fragile. People needing medical services and/or full-time caretakers must be sent to a licensed facility that can support them, or to a specialized shelter established just for the medically fragile.

For the purposes of this annex, mass care and shelter includes:

- a) **Sheltering.** This includes the designation of previously identified or unidentified shelter sites, the temporary construction of shelter facilities (e.g. tents or constructions), or the use of facilities outside the County.
- b) **Feeding operations.** This includes the feeding of workers and shelter guests through fixed facilities at or near the shelter, purchase of food from vendors, mobile feeding unit, and/or bulk food distributions. Sound nutritional guidelines will be incorporated, and special dietary needs honored as possible.
- c) **Emergency first aid.** First aid provided will be for basic care, and is supplemental to any serious medical (both physical and mental health) requirements.
- d) **“Safe and Well” Information.** “Safe and Well” is an American Red Cross (ARC) website designed to provide information regarding individuals residing within the affected area that is provided to immediate family members outside the area. 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.

This annex provides the following information:

- a) **Authorities and References** that provide criteria under which Lake County will support the mass care and shelter process.

- b) **Assumptions and Considerations** that are valid when activating the care and shelter function.
- c) **Roles and Responsibilities** of agencies and organizations in preparing for and conducting mass care and shelter activities.
- d) **Concept of Operations** to coordinate mass care and shelter activities as a function of the County Emergency Operations Center (EOC).

1.3 Policy

It is the policy of Lake County to develop plans and procedures to address mass care and shelter for its citizens and visitors to the County who seek care and shelter services due to an immediate or possible incident that requires them to seek such support. Duplication of effort and benefits will be reduced to the extent possible.

Under the Americans with Disabilities Act (ADA), shelter sites must permit evacuees with access and functional needs to be accompanied by their service animals, and to have access to the services. The County will assist in coordination of persons in need without regard to race, color, national origin, religion, nationality, sex, age, disability, limited English proficiency, or economic status.

2.0 Authorities and References

Authorities for the conducting mass care and shelter include the following:

Federal

- a) The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended. (42 U.S.C. §§ 5121-5206)
- b) 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.
- c) National Incident Management System (NIMS)
- d) National Response Framework, 2008. Sets forth roles and responsibilities of federal and certain non-federal entities after catastrophes overwhelm state and local government. Mass Care is found in the Emergency Support Function (ESF) #6.
- e) Homeland Security Act of 2002
- f) Homeland Security Presidential Directive 5
- g) Post-Katrina Emergency Management Reform Act of 2006
- h) Pets Evacuation and Transportation Standards Act of 2006
- i) Public Health Service Act, as amended
- j) Social Security Act of 1935, as amended
- k) Americans With Disabilities Act of 1990

California

- l) California Emergency Services Act, California Government Code, Sections 8550-8668.
- m) California Emergency Plan (California Government Code, Section 8850 et seq.).
- n) California Health and Safety Code Section 34070 – 34082.

- o) Standardized Emergency Management System (SEMS) - Chapter 1 of Division 2 of Title 19 of the California Code of Regulations.
- p) California Master Mutual Aid Agreement.
- q) SB 1451. *Emergency Preparedness for the Disabled Community*.
- r) AB450. Standardized Emergency Management System to Include Preparedness for Animals.
- s) California Code of Regulations (Health and Safety Code § 1336.3). Requires each facility licensed by the Department of Health Services to adopt a written emergency plan.
- t) California Code of Regulations Title 22. Requires Community Care facilities licensed by the Department of Social Services to have a written disaster and mass casualty plan.

Lake County

- u) County of Lake Emergency Operations Plan
- v) Lake County Public Health Annex to County of Lake Emergency Operations Plan

3.0 Mass Care and Shelter Assumptions and Considerations

3.1 Planning Assumptions

3.1.1 Shelter Responsibility

The **Lake County Department of Social Services (DSS)** is the agency with primary responsibility for sheltering residents and visitors in the County. The DSS Director is responsible for Operational Area Care and Shelter operations, and will serve as, or appoint an Operational Area Care and Shelter Coordinator to coordinate County and city resources, request and respond to mutual aid services, and support the American Red Cross. The Care & Shelter Coordinator will respond to the EOC when activated.

Although Lake County has overall responsibility within their jurisdiction, the American Red Cross will be expected to serve as the principle organization responsible for operating Care and Shelter facilities. ARC serves as the lead organization for developing potential shelter sites and training shelter staff in the Lake Operational Area. The Operational Area has adopted the Red Cross Shelter Operations program as the standard for all shelter operations.

3.1.2 Population

Only 10-30% of the population forced from their homes will seek shelter in any given emergency. The majority will stay with friends/family, move out of the area or stay in hotels.

There will be sufficient shelter capacity in the County to meet the needs of an evacuation during an emergency or disaster.

3.1.3 Medically Fragile/Access and Functional Needs (AFN)

Medically fragile persons may present at the general population shelter, and will need care until they can be safely transferred to an appropriate facility. Some evacuees may require specialized medical care that can be found in hospitals, medically fragile shelters, or in other environments that can support medically fragile persons and their caregivers.

DSS and ARC will evaluate shelters for AFN compliance and will complete the required shelter surveys to determine their respective ADA/AFN compliancy. Not all shelters are suitable for AFN populations. Each shelter will be surveyed prior to use.

Residential and Day Care Providers must develop plans to relocate their clients to a like facility that can provide similar care – *they may not plan to relocate their clients to a general population shelter*. Residential and day care providers in the County are strongly encouraged to develop reciprocal relocation agreements with like facilities in other counties.

3.1.4 Shelter/Evacuation Center

ARC will maintain a list of Shelter Sites with current Shelter Agreements. Shelter sites will have auxiliary electrical power supplies. Additional resources can be coordinated via the County EOC.

In many cases, evacuation centers, as opposed to shelters, will be sufficient. Evacuation centers provide a more limited level of care, but do not provide overnight accommodations and feeding, and thus require significantly less staffing and resources.

In a case where local shelters are insufficient, the EOC will coordinate with the municipalities, its neighbors and the State concerning the coordination of sufficient shelter destinations for evacuees, and will ensure the jurisdictions receiving evacuees from an impacted area agree to accept these individuals prior to evacuation. Coordination with any Federal support will be through the Operational Area and the State.

3.1.5 Pets

Lake County will follow State policies and guidelines governing household pets in shelters. The County is aware that pet owners often prefer their household pets to be sheltered in close proximity to the general population shelter.

3.1.6 Non-sheltered evacuees

Many Lake County residents may choose to camp-out, sleep in parks, or stay close to their property, rather than go to a County-designated shelter. These people may still have needs and expectations for care and other disaster assistance from government.

3.2 Planning Considerations

3.2.1 Timeliness

Shelters may take significant time to identify, activate, establish and have ready to receive guests.

3.2.2 Transportation

There are Interdependencies between shelters and transportation. The transportation assets needed to carry out evacuation are based on the number of people needing evacuation, availability of privately owned transportation, number of evacuees with special mobility and medical needs, transporting individuals with pets, the time available to conduct evacuation operations, and the distance to and availability of shelters. It is critical that shelters for the general population and persons with AFN are as close as safely possible.

3.2.3 Children

The Special needs of children must be considered. It is important to recognize the special needs of children during evacuations. In a no-notice evacuation, children could be located in large numbers away from their parents, such as in schools, childcare facilities or other locations. Reunification of children separated from their parents will be an issue during evacuation and planning must be given to accomplishing this.

3.2.4 Sheltering Animals

Sheltering Animals: There will be requirements for the transportation, sheltering and care of animals, including, but are not limited to, the following:

- a) Service Animals: The ADA defines service animals as any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to guiding individuals with impaired vision, alerting individuals with impaired hearing, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items. Under the ADA regulations, service animals have access to the same facilities as the humans they serve.
- b) Household Pets: The tracking, embarkation, transportation, care, feeding, and sheltering of household pets can significantly impact the ability to safely shelter the general population.

3.2.5 Victim Decontamination

Victim Decontamination: The County will retain primary responsibility for victim screening and decontamination operations when necessary in response to a HAZMAT (hazardous materials) incident.

4.0 Roles and Responsibilities

4.1 Overview

Listed below are the departments, agencies and organizations that may play a role during a disaster, along with their respective responsibilities. All agencies/organizations assigned to the Lake EOC Mass Care and Shelter Unit are responsible for designating and training representatives of their agency, and ensuring that appropriate Action Guides and standard operating procedures (SOPs) are developed and maintained.

4.2 Lake County

4.2.1 Lake County Department of Social Services (DSS)

DSS is the lead agency for mass care and sheltering. The DSS Director/Designee is the County EOC representative during a disaster and is responsible for coordinating actions of shelter operations. The DSS Director/Designee coordinates shelter personnel and resources appropriate to the disaster situation. DSS will provide assistance in the coordination of the following areas as warranted:

- a) On-site assistance to disaster workers and victims
- b) Disaster counseling
- c) Individual and mass feeding
- d) Nursing care
- e) Provision of and operation of emergency shelter facilities

- f) Assistance in the registration and identification of victims and emergency workers
- g) Assistance in administration and supervision of disaster relief operations
- h) Distribution sites for provisions of basic needs supplies such as food, water, clothing, etc. (OES/EOC)

4.2.2 American Red Cross (ARC), Lake County

In the case of sheltering, the US Congress has designated the American Red Cross as a direct 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 between Lake County and the ARC requires cooperative efforts during the preparedness phase to clarify roles and responsibilities. The County may also work in cooperation with other volunteer disaster assistance organizations to provide shelter, care and other disaster relief.

ARC's ongoing preparedness activities include identifying and surveying shelter facilities. They will work with school districts, and other government agencies to compile and maintain an up-to-date list of designated shelters. They will ensure that Agreements are in Place. The ARC also trains volunteers and professional staff in shelter operations and disaster preparedness education.

During an emergency event, the ARC provides staff and resources for the following tasks at the shelter sites:

- a) Identify shelter sites
- b) Fixed and mobile feeding
- c) Emergency first aid
- d) Behavioral health support
- e) Disaster welfare inquiry support
- f) Vouchers for clothing and basic home furnishings
- g) Family reunification

It may take up to two days before the ARC is fully operational to support all these services on a complete County-wide basis following a major disaster. For this reason, it is essential to begin preparing for shelter operations whenever there is an imminent threat of an incident, and not wait until the event actually occurs.

ARC manages the *Safe and Well* system, a locator system for persons affected by a disaster, which provides information about disaster clients to family members outside the disaster area.

During an emergency event, the ARC provides individual disaster assistance to clients that are not in shelters. This includes assistance with emergency food, rent, minor home repairs, clothing, critical medicines, and other essentials of life. 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, the County will coordinate the supply of personnel and resources to manage shelter operations.

4.2.3 Office of Emergency Services

The Lake County Office of Emergency Services (OES) leads the preparedness efforts via shelter plan development, training for the EOC staff, and providing for exercises and other training events.

In an imminent or actual disaster, OES identifies/estimates needs for mass care services. OES staff members serve as the EOC Coordinator, and as such will support the efforts of the Care and Shelter Unit as requested. OES, as EOC Coordinator, will provide public information on mass care sites, services provided, available routes, and transportation options. They will maintain coordination and communication between the EOC and support agencies.

4.2.4 Public Health Department

The general shelter is not designed for medically fragile persons. In coordination with the County EOC, Public Health may need to coordinate resources to support medically fragile persons in the general shelter on a temporary basis, and coordinate their safe transportation to a medical facility or a medically fragile shelter.

If a Medically Fragile Shelter is established, the Public Health will coordinate staff and resources in support of the shelter operations. This includes the coordination of the procurement, allocation and distribution of medical personnel (e.g., public health nurses), supplies, equipment and other resources, as necessary.

Public Health support may be needed to prevent the spread of communicable disease and disaster-related illness within the shelter.

4.2.5 Environmental Health Department

In the shelter environment, Environmental Health coordinates sanitation services with regard to food handling, mass feeding, medical and human waste disposal, and other emergency related facilities. They are also responsible to determine the safety of the water supply and the safe use of portable water. They identify, control, and eradicate harmful conditions in the environment.

4.2.6 Behavioral Health Department

Behavioral Health staff resources are typically needed following a disaster and in support of clients in the shelters. Behavioral Health will make counselors available to shelter facilities to provide mental health services. They will also coordinate resources for the continuation of care, treatment and housing for those clients currently residing within the Mental Health System that are impacted by the disaster.

4.2.7 DSS, Adult Protective Services

Adult Protective Services (APS) is responsible for preventing or remedying neglect, abuse or exploitation of adults who are unable to protect their own interests because of age or disability. APS should take part in shelter preparedness to ensure best practices for caring for elderly individuals. Sheltered citizens may need advocacy during a disaster.

4.2.8 DSS, Child Welfare Services

Child Welfare Services (CWS) is responsible to provide 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). CWS should take part in shelter preparedness to ensure best practices for caring for children. CWS may also need to be involved with providing shelter services during a disaster.

4.2.9 DSS, In Home Supportive Services

In-Home Supportive Services (IHSS) provides in-home care services to low income elderly, blind and disabled persons. IHSS should take part in shelter preparedness to ensure best practices of care for their clients. IHSS caretakers will need to be prepared to accompany their clients to the shelter, and have a plan for ongoing support of the clients.

4.2.10 Sheriff's Office

The Sheriff's Office assists with coordination of security and law enforcement resources that must be maintained in evacuation, shelter and feeding operation sites within the Operational Area.

4.2.11 Animal Care and Control/LEAP

Animal Care and Control coordinates the sheltering of pets during a sheltering event. The ideal location is at the same facility or general area as the general shelter. Animal Care and Control also provides temporary shelter for stray animals including small animals, large farm animals, and exotic animals.

4.2.12 Superintendent of Schools

The Superintendent of Schools office maintains an emergency telephonic call down to its school districts throughout the County. In turn, the schools each maintain an automated telephonic call down to the parents. This system both supports and quickly alerts those in roles of caring for children. It also provides the county a secondary call-out procedure that supports county-wide alerts. Each of the schools within the district is required to have their own emergency plans that provide for alerts, lock-down, evacuations, sheltering in place, and organizing their response actions.

4.2.13 Non-Profit Organizations

Non-profit organizations play enormously important roles before, during and after a disaster. For example, non-profits provide sheltering, emergency food supplies, counseling services and other vital support services to support response and promote the recovery of disaster victims.

4.2.14 Volunteer Organizations Active in Disaster

Volunteer Organizations Active in Disaster (VOADs) serve as a central organization for many local non-profit organizations that provide services during disaster operations. There is no active VOAD in Lake County. The Red Cross has a seat in the County EOC and assists as the liaison between Operational Area operations and the local nonprofit and community groups.

4.2.15 Business Entities

The EOC logistics section will coordinate resource requirements from local establishments to meet emergency requirements. Key businesses include hotels, motels, restaurants, warehouses, property management firms, et.al. The priority needs are for facilities for sheltering, storing, and distributing supplies.

4.3 California State Agencies

4.3.1 California Department of Social Services

The Director of the California Department of Social Services (CDSS) will serve as the State Director of Care and Shelter and will have the overall responsibility for coordinating statewide Care and Shelter operations and support requests. The CDSS will serve as the lead agency in coordinating State Agency Care and Shelter response to support local operations; provide departmental personnel and other resources to function in Disaster Assistance Centers (DACs) upon request of the Director of the CalEMA; coordinate the capabilities of County Social Services Departments (or similar agencies) to respond to the disaster (for mutual aid); and recommend inter-regional transfer of evacuees or resources to equalize distribution of the evacuee case loads.

4.3.2 California Emergency Management Agency

The California Emergency Management Agency (CalEMA) 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.

4.4 Federal Agencies

4.4.1 Federal Emergency Management Agency

The Federal Emergency Management Agency (FEMA) activates the Federal Emergency Support Function (ESF) #6 – Mass Care, Housing, and Human Services in support of the California Care and Shelter response 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 – National (ERT-N) to the State EOC. The ERT-N 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.

5.0 Concept of Operations

5.1 Pre-Response/Initial Actions

The following is a list of items to be completed by the Mass Care and Shelter Unit coordinator before actual disasters occur.

- a) Obtain a list of shelter sites with corresponding MOUs from ARC.
- b) In conjunction with the AFN Coordinator and ARC, review existing potential shelter sites and MOU's regarding ADA/AFN compliance.
- c) Establish an MOU with ARC to facilitate coordination of care and shelter response.
- d) Establish and maintain Standard Operating Procedures for the Mass Care and Shelter Unit.

5.2 Care and Shelter Coordination

5.2.1 General Population Shelters

DSS and/or the County Office of Emergency Services (OES), as well as any of the municipalities in the operational area, will open General Population shelters as needed. The DSS and OES will coordinate with Lake County Chapter of the ARC to coordinate volunteers, food services, cots, blankets and other supplies to the shelter sites.

The Mass Care and Shelter Coordinator will be in the Care and Shelter Branch of the Operations Section in the County EOC. The Mass Care and Shelter Coordinator will be working in coordination with many of the County EOC representatives. Refer to this Annex Section 4.0 for a complete list and description of various related roles and responsibilities. Coordination will take place with a variety of organizations including, but not limited to:

OES/EOC - EOC will inform ARC and the DSS Director of the decision to open an emergency shelter and approximate location and scope of needs.

DSS/Mass Care and Shelter Coordinator – Will Coordinate shelter operations and staffing. DSS Director/Designee will serve at the EOC as Mass Care and Shelter Coordinator, and will provide staffing to assist ARC in the operation of shelters and will work in cooperation with other agencies to identify solutions for needs that arise during the shelter operation. DSS will coordinate needs for public assistance programs and adult/child protective services.

American Red Cross (ARC)– Will identify shelter sites, open and manage shelter sites, establish mass feeding, provide emergency first aid, provide behavioral health support, and family reunification. ARC will provide vouchers for clothing and basic home furnishings. DSS will coordinate with ARC on opening the shelters and providing shelter staff to assist ARC. DSS and ARC will coordinate shelter planning and development of shelter resources.

Public Health – will coordinate resources to support medically fragile persons in the shelter and will coordinate transportation of medically fragile persons if needed. Public Health may support ARC in medical needs of evacuees.

Behavioral Health – will identify and address the needs of evacuees in shelters who have specific mental health issues including individuals with AFN.

Animal Care and Control/LEAP – will coordinate the sheltering of pets during a sheltering event.

Non-profit organizations – may provide sheltering, emergency food supplies and other vital support services for evacuees.

Business Entities – may provide facilities for sheltering, storing and distributing supplies.

Logistics – will coordinate transportation of evacuees to shelters

5.2.2 Shelters for Medically Fragile

Medically fragile persons are those that cannot survive without a caregiver for an extended period. Those that live in a care facility are best sheltered in place (if possible), or else transferred to a like facility(s) in a safe area. If unable to relocate their clients to a like facility, caregivers may evacuate their clients to an established medically fragile shelter. Caregivers will support their clients at the shelter with personnel and special equipment.

5.2.3 Public Information Regarding Shelters

Shelter locations will be announced to the public via the media and emergency communications systems once the shelter sites have been activated.

5.2.4 EOC and DHSS DOC Coordination of Services

Throughout the emergency, the Operational Area (OA) EOC will continue to coordinate with shelter operations organizations (e.g., ARC, privately operated shelters, etc.) through the ARC to track the status and operation of shelters and individuals in those shelters.

5.3 Shelter Support for People with Access and Functional Needs (PAFN)

5.3.1 American Red Cross.

PAFNs in the shelters will be supported by the Red Cross shelter team. Trained staff will conduct a functional assessment of PAFN as they arrive at public shelters. This assessment will evaluate the functional needs of the client, and ensure that their needs can be supported within the general shelter. PAFNs may be directed to an alternate location (e.g. a medically care facility or medically fragile shelter) should their needs supersede the support capabilities of the shelter.

5.3.2 Non-Profit Agency Support

Local non-profit organizations (e.g., Salvation Army and non-profit entities) may be activated both to supply resources to the shelters, and to act as a conduit to find local resources as requests are received from the shelters. Sheltering support requests for PAFNs that cannot be met locally by ARC or other sources will be directed to the Operational Area EOC.

5.3 Post Response/Shelter Closure

Once the initiating emergency has ended, returning the shelter site to its original purpose is a first priority. Volunteers will need to be released, bedding resources must be cleaned and returned to ready status, and expendable resources must be restocked.

Shelter clients will begin transition back to their homes or, in some cases, to long term alternates. Those who arrived in their personal vehicles will be able to leave as soon as possible. Others will need transportation to their home, a mass transit terminal, or an alternate facility, and this will be coordinated via the EOC.

If the disaster was significant, Federal and State disaster relief agencies will become heavily involved in providing financial aid to disaster victims. Disaster Assistance Centers will be set up to coordinate the delivery of these services. County/city officials and private agencies still have responsibility for phasing out the mass care facilities and assisting displaced persons in obtaining temporary housing and other aid.

5.4 Training

Shelter Training

The County collaborates with the ARC to provide select County employees with training in shelter operations. This covers instruction on how to manage and operate shelters during emergencies.

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