

# ANNEX C

# Shelter and Mass Care

## JACKSON COUNTY

AND THE Cities of  
Edna, Ganado & LaWard





APPROVAL AND IMPLEMENTATION

**Annex C**

**Shelter & Mass Care**

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

  
County ARC Rep.

11/16/17  
Date

  
EMC

11/16/17  
Date

# 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
DWI	Disaster Welfare Inquiry
EMC	Emergency Management Coordinator
EOC	Emergency Operations or Operating Center
FEMA	Federal Emergency Management Agency
FNSS	Functional and Access Needs Support Services
HHSC	Health and Human Services Commission
NIMS	National Incident Management System
PIO	Public Information Officer
SOPs	Standard Operating Procedures
TLETS	Texas Law Enforcement Telecommunications System
TSA	The Salvation Army
USDA	United States Department of Agriculture

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 system [known in many other states as a Disaster 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.

Individuals with Access and Functional Needs. Persons who may have additional needs before, during and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; live in institutional settings; are older; are children; are from diverse cultures; have limited English proficiency or are non-English speaking; or are transportation disadvantaged.

Functional and Access Needs Support Services. Services that enable children and adults with or without disabilities who have access and functional needs to maintain their health, safety, and independence in a general population shelter.

## **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 county. 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 rest rooms 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.
  - b) Local governments and 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.

**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.

**B. Definitions**

3. If additional resources are need 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 planned for shelter and mass care use will be available at times of need.
5. When evacuation is recommended during an emergency situation, approximately 80 percent of those for whom evacuation has been recommended 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 occur prior to an official recommendation 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.

<b>V. CONCEPT OF OPERATIONS</b>
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**A. General**

1. We are 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. We 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 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 County Judge 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 other shelter providers. A list of potential shelters is provided in Appendix 1. The County Judge may further assign tasks and responsibilities to support shelter and mass care efforts.
4. The county, in cooperation with volunteer disaster assistance organizations, will provide temporary shelter and essential life 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 systems
6. Provide 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.
7. See Appendix 3 for local hurricane reception and care planning information.

## **B. Shelter**

1. Shelter Selection. The ARC publishes 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.

The Shelter Officer 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.

## 2. Shelter Facilities:

- a) The ARC executes 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 in writing 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 also be secured in writing from the owners or operators of those facilities.
- d) In most shelters, evacuees must sleep on the floor -- there are generally no cots immediately available. Public information messages should highlight this situation and encourage those who plan to take refuge in a public shelter to bring bedding.

## 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, *preferably individuals who work in the facility on a daily basis*. The ARC and the Shelter Officer will jointly maintain a listing of trained shelter and mass care facility managers in the local area.
- 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 periodic 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.



- f) Local government is responsible for providing the following support for shelter operations:
  - 1) Security and, if necessary, traffic control at shelters.
  - 2) Fire inspections and fire protection at shelters.
  - 3) Transportation for food, shelter supplies, and equipment if the organization operating the shelter cannot do so.
  - 4) Transportation of shelter occupants to feeding facilities, if necessary.
  - 5) Basic medical attention, if the organization operating the shelter cannot do so.
  
- 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 have one or more shelters remain open for an extended 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 of evacuees, 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 will assist local government in the registration of evacuees who are housed in ARC shelters. The Shelter Officer should coordinate with other organizations that operate shelters to ensure that evacuees occupying those facilities are registered and information provided to the EOC.

#### 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 Officer 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. Groups and Individuals with Access and Functional Needs

1. Institutional 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 specialized equipment and facilities to meet their needs. Institutions supporting individuals with access and functional needs 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 are generally staffed and equipped to handle individuals with access and functional needs. Other individuals, particularly medical patients and prisoners, should not be relocated to shelters used by the general public. In the event that institutional 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 and access needs who require minimal care and are attended by their families or other caregivers.

## 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. Most pets will be allowed in emergency shelters operated by the ARC and most other organized volunteer groups. A number of studies have indicated that some people 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 Control Officer or other volunteer should coordinate these arrangements.
2. Depending on the situation, we will use one or more of the following approaches to handle 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 can in carriers may be temporarily housed.
- c) Set up temporary pet shelters at the Fairgrounds.

## **F. Public Information**

1. The public information staff is expected to develop emergency public information messages ensuring the needs of whole community are adequately addressed 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**

We will attempt to answer disaster welfare inquiries to the extent possible using the registration data obtained at shelters and other facilities. The Shelter Officer 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, 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) Coordinate basic communication and reporting procedures.
  - d) Develop facility setup plans for potential shelters.
  - e) Identify population groups requiring additional assistance during an emergency (i.e., senior citizens, functional and access 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 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) Assist evacuees in returning to their homes if necessary.
- b) Assist those who cannot return to their homes with temporary housing.
- c) Deactivate shelters and mass care facilities and return them to normal use.
- d) Inform public of any follow-on recovery programs that may be available.

<b>VI. ORGANIZATION &amp; ASSIGNMENT OF RESPONSIBILITIES</b>
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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 Officer 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 County Judge & Mayors 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, 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 Officer, the PIO, the Human Services Officer, other local officials, and volunteer organizations.
- b) When the situation warrants, recommend to the County Judge or Mayors 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) Receive reports on shelter and feeding operations from the Shelter & Mass Care Officer. During major emergencies, summarize shelter and mass care activities in the periodic Situation Report; see Annex N, Direction & Control, concerning this report.
- e) When conditions warrant, recommend to the County Judge/Mayors that shelter and mass care facilities be closed

3. The Incident Commander will:

Identify requirements for shelter and mass care support needed as a result of an evacuation.

4. The Volunteer Coordinator shall serve as Shelter Officer and 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 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.
- d) Develop cooperative agreements with volunteer organizations relating to shelter and mass care support. See Appendix 2 for pertinent information.
- e) Coordinate and disseminate common shelter operating guidelines to volunteer organizations operating shelters.
- f) Ensure mass care facilities are adequately staffed and equipped.
- g) Coordinate mass feeding where needed. Coordinate with HHSC officials for supplementary food stocks from USDA sources if required.
- h) Identify requirements for human services support for evacuees in shelters to the Human Services Officer.
- i) Identify requirements for facility security and fire protection requirements for shelters to law enforcement agencies and the fire service.
- j) Coordinate resource support for shelter operations.
- k) Receive reports on shelter and mass care operations and provide summary information for inclusion in the periodic Situation Report.
- l) Respond to disaster welfare inquiries until that function is assumed by the ARC.

5. 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 Officer.
  - e) Coordinate with the Shelter Officer to provide individual and family support services as needed.
  - f) Submit a daily mass care facility status report to the Shelter Officer 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.
6. The County Sheriffs office & city police depts.. will:
- a) Provide security and law enforcement at shelter and mass care facilities.
  - b) Provide back-up communications, if needed.
7. The Fire Chief 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.
8. The Transportation Officer 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.
9. The Health and Medical Officer will:
- a) Coordinate basic medical assistance for individuals in mass care facilities.
  - b) Monitor health and sanitation conditions in mass care facilities.
10. The Human Services Officer will:
- a) Coordinate provision of clothing, blankets, personal care items and other items to evacuees.
  - b) Upon request, coordinate disaster mental health services for occupants of mass care facilities.
11. 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.

12. The Animal Control 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.

13. The American Red Cross

Pursuant to a cooperative agreement between the ARC and us, the ARC has agreed to do the following:

- a) Staff and operate shelter and mass care facilities.
- b) Register evacuees.
- c) Provide mass feeding for victims and emergency workers.
- d) Provide emergency assistance for other essential needs.
- e) Process inquiries from concerned families outside the disaster area.

14. The School Districts School Superintendents will:

Shelter students in school buildings when the situation warrants.

15. Public Works, will:

To the extent possible, ensure power, water supply, and sanitary services are operable at shelter and mass care facilities during emergency conditions.

16. Other Volunteer Groups

The following groups have agreed to provide the services indicated:

## **VII. DIRECTION AND CONTROL**

### **A. General**

1. The County Judge & Mayors shall establish priorities for and provide policy guidance for shelter and mass care activities.
2. The County Judge & EMC will provide general direction to the Shelter Officer regarding shelter and mass care operations.
3. The Shelter Officer 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 and feeding facility 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 Officer is:
  - a. .Assistant Shelter Manager
  - b. .Human Services Officer
  - c. .Volunteer
2. The line of succession for other shelter and mass care personnel will be in accordance with existing policies and SOPs.

### **VIII. READINESS LEVELS**

#### **A. Level IV: Normal Conditions**

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

#### **B. Level III: 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. Monitor the situation

#### **B. Level II: High Readiness**

1. Place staff on standby and make preliminary assignments. Identify personnel to staff the EOC when activated.
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. Identify requirements for pre-positioning equipment and supplies.



6. Draft information for release to the public concerning shelter locations.

### **C. Level I: Maximum Readiness**

1. Deploy selected personnel to the EOC to monitor the situation and support precautionary activities. Place other 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 precautionary staging of personnel, equipment, and supplies.
6. Coordinate with the Communications Officer on anticipated communications requirements.
7. Coordinate with the Transportation Officer on anticipated transportation requirements.
8. If appropriate, provide the public information about potential 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 Officer, 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 Shelter Officer in the EOC daily.
2. The EOC 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 will be by telephone. If telephones cannot be used, 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 Officer 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 Victoria, Texas. For more details on requesting state assistance, see Section V.F of the Basic Plan.

**X. ANNEX DEVELOPMENT & MAINTENANCE**

- A. The Volunteer Coordinator shall serve as the Shelter Officer and 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. Texas American Red Cross home page: [www.redcrosstexas.org](http://www.redcrosstexas.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

**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, courthouses, fire and police stations, and hospitals.
- B. The following are definitions used in the facilities listing:
1. Estimated Shelter Capacity: The estimated short-term capacity of the facility based on 40 square feet per person.
  2. 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>
Jackson County Services Bldg. 411 Wells St Edna, Texas 77957	150	300	8	0	Yes	ARC
Edna Jr. High 505 W Gale St Edna, Texas 77957	300	400	8	10	No	ARC
Edna High School 1303 W Gayle Edna, Texas 77957	400	600	16	18	No	ARC
Ganado High School Ganado, Texas 77962	150	300	10	10	No	ARC

**HURRICANE RECEPTION & CARE**

**Jackson County is a coastal county, and does not provide shelter operations during a hurricane**

ATTACHMENT 2

MEMORANDUM OF UNDERSTANDING  
FOR SHELTER & MASS CARE ACTIVITIES

This Memorandum of Understanding is made and entered into between Jackson County, referred hereinafter as the County and The American Red Cross Crossroads Chapter, referred hereinafter as the Organization.

The Jackson County desires the assistance of volunteer and charitable organizations in providing shelter and mass care for the members of public affected by emergency situations. The American Red Cross 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 Jackson County, the American Red Cross 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.
- During emergency operations, provide periodic reports on its shelter and mass care activities to the Shelter Officer in the Emergency Operating Center.

Jackson County 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.

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- 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 Jackson County have fixed their signatures to this memorandum, which shall become effective and operative upon the fixing of the last signature hereto.

*Sotwell*  
 President, Chairperson

America Red Cross Crossroads Center  
 Organization

19 Feb 2003  
 Date

*[Signature]*  
 County Judge

County JUDGE  
 Jackson County

2/24/2003  
 Date



# TEXAS DISASTER SHELTER AND FEEDING AGREEMENT

## CROSSROADS CHAPTER OF THE AMERICAN RED CROSS AND THE EDNA INDEPENDENT SCHOOL DISTRICT

### I. PURPOSE

This agreement embodies an understanding between the Edna ISD and the Crossroads Chapter of the American Red Cross, hereafter referred as Red Cross in relation to disaster preparedness and relief in all natural disasters.

The Red Cross Disaster Program as defined by the organization's operations procedures, mitigates suffering by the meeting of urgent needs of victims and emergency workers immediately after a disaster has struck or in advance of a potential disaster. This Red Cross help may include food, clothing, shelter, first aid, and other basic elements for comfort and survival. Such help may be provided to large numbers of people in Red Cross shelters, feeding stations, or may be provided as individualized assistance to families.

The Crossroads Chapter and the Edna ISD jointly acknowledge their respective administrative and financial responsibility. Upon request from the Crossroads Chapter the Edna ISD agrees to make the school buildings and cafeteria available to Red Cross for the purpose of sheltering disaster victims and of using cafeteria facilities to feed disaster victims.

The [Signature] and [Signature]  
(School Superintendent and/or his designee) (Red Cross Chapter Chairman designee)  
will be responsible for preplanning and implementing the agreement.

## **II. METHODS OF COOPERATION.**

### **A. PHYSICAL FACILITIES**

- 1) **Buildings for Mass Shelters.** The School District agrees to designate certain school buildings as Red Cross Shelters.
- 2) **Cafeteria Facilities.** The School District agrees to make its cafeteria facilities available to Red Cross in order for Red Cross to provide emergency mass feeding to disaster victims both in the shelters and at other locations in the affected area.
- 3) **Keys.** The School District agrees to provide Red Cross with a list of personnel who have keys to the above facilities.
- 4) The school agrees to complete the form Mass Care Facility Survey (ARC Form 6564).
- 5) The school agrees to complete the form ARC Facility Agreement (ARC Form 6621) for each school upon activation.

### **B. FOOD**

- 1) **Food on hand purchased by the school.** The School District agrees to make an inventory of food supplies on hand to be used in feeding disaster victims.
- 2) **USDA Food Commodities.** The School District agrees to make an inventory of food commodities used to feed disaster victims. This is to insure expeditious replacement of items used by USDA. The use of USDA food commodities is urged.
- 3) **When authorized by Red Cross, food purchases to feed disaster victims will be made and accurate records/receipts must be maintained on such purchases.**
- 4) **Reimbursement Procedures**
  - a) **Schools supplies on hand.** Such supplies must be itemized if reimbursement is requested.
  - b) **Purchases.** The School District may submit itemized receipts for essential purchases to the Red Cross for reimbursement consideration.

- c) **USDA Food Commodities.** Commodities used should be itemized in order that these may be replaced by USDA. Replacement is usually made at no cost to Red Cross; however, Red Cross is sometimes asked to pay for replacement of USDA Commodities.

### **C. PERSONNEL**

**Volunteers.** The School District and the Red Cross Chapter will actively plan for the maximum utilization of volunteers within a shelter or feeding operation.

- 1) **Professional Staff.** The term "professional staff" means any school administrator, principal or assistant principal, teacher, nurse and dietician. Red Cross acknowledges that school principals and other professional staff possess the administrative, organizational and supervisory qualities so essential in managing a shelter or feeding facility, and that it actively seeks the support of the school district in asking that these professional staff volunteer their services. The Red Cross will train other volunteers to fill these positions as an alternate manpower source. Red Cross feels it would be very advantageous both for the school district and the Red Cross to have the support of these professionals. They will be performing a dual role. They will represent Red Cross and be looking after the welfare of the victims and workers as well as being in a position of looking after the safety of school properties.
- 2) **Cafeteria Workers.** The School District is asked to make their cafeteria staff available to provide cafeteria services. The term cafeteria workers" means hourly paid lunchroom workers and hourly paid cooks. The Red Cross may pay for the services of such workers if proportionate to the services provided and with approval from Red Cross Management at the time of the event. Such reimbursement would be for hours in excess of normally worked hours.
- 3) **Custodial Workers.** The School District is asked to make custodial workers available to provide maintenance of the shelter(s). The term "custodial workers" means hourly paid school janitors. Custodial workers should supervise volunteers and/or shelter occupants in the performance of janitorial services within the shelter. Again, the Red Cross may authorize payment for the services of custodial workers. Such requests would be proportionate to the number of shelter residents and in excess of normally scheduled hours.

- 4) **Authorized Red Cross Representatives.** The term "Red Cross representatives" means a person or persons given authority by Red Cross Disaster Services to act or make commitments in the name of Red Cross. This person or persons is the Red Cross Chairman and/or his designees.
- 5) **Reimbursement procedures.**
  - a) **Cafeteria/Custodial Workers.** If the cost of these workers cannot be absorbed by the school or these employees are not able to volunteer their services and pre-disaster approval for labor costs was obtained prior to commitment by the ISD, requests for reimbursement may be submitted to Red Cross for consideration; such requests must be accompanied by supporting documents, such as names, titles, number of hours worked, rate per hour, and reason why reimbursement is being requested.

### III. TRAINING

The Red Cross Chapter and the School District are jointly responsible for the recruitment and training of all shelter managers. The following Red Cross certified courses are available:

- A) Introduction to Disaster Services -3 hours
- B) Shelter Operations Workshop -3 hours

Since managers will be functioning as Red Cross volunteers, both courses are required.

### IV. LIABILITY

Notwithstanding any other agreements, the Crossroads Chapter of the American Red Cross, agrees to defend, hold harmless, and indemnify the Edna ISD against any legal liability in respect to bodily injury death, and property damage arising from the negligence of the said chapter during its use of the property belonging to the said Edna ISD.


**V. PUBLIC RELATIONS AND PUBLIC INFORMATION**

The Red Cross agrees to display its posters acknowledging that these services are provided by the School District in cooperation with Red Cross. The School District agrees to help post Red Cross identifications on all shelters and feeding facilities. All volunteers and staff will be identified as Red Cross workers.

**VI. THIS AGREEMENT EXPIRES ONE YEAR FROM THE DATE APPROVE**

Date: January 16, 2003

  
\_\_\_\_\_  
Signature of School Superintendent

  
\_\_\_\_\_  
Signature of Red Cross Disaster Chairman

**TEXAS DISASTER SHELTER AND FEEDING AGREEMENT****CROSSROADS  
CHAPTER OF THE  
AMERICAN RED CROSS  
AND  
GANADO I.S.D.****I. PURPOSE**

This agreement embodies an understanding between **Ganado I.S.D.** and the Crossroads Chapter of the American Red Cross, hereafter referred to as Red Cross, in relation to disaster preparedness and relief in all natural disasters.

The Red Cross Disaster Program as defined by the organization's operation procedures, mitigates suffering by the meeting of urgent needs of victims and emergency workers immediately **after** a disaster has struck or in advance of a potential disaster. This Red Cross help may include food, clothing, shelter, first aid and other basic elements for comfort and survival. Such help may be provided to large numbers of people in Red Cross shelters, feeding stations, or may be provided as individualized assistance to families.

**Ganado I.S.D.** and Red Cross jointly acknowledge their respective administration and financial responsibility. Upon request from the Red Cross **Ganado I.S.D.** agrees to make the building and food preparation areas available to Red Cross for the purpose of sheltering disaster victims and of using food preparation areas to feed disaster victims.

Superintendent and/or his designee and the Red Cross Chapter Chairman and/or his designee will be responsible for preplanning and implementing the agreement.

**II. METHODS OF COOPERATION****A. PHYSICAL FACILITIES**

- 1) Building for Mass Shelters. **Ganado I.S.D.** agrees to designate its building as a Red Cross Shelter.
- 2) Food Preparation Areas. **Ganado I.S.D.** agrees to make its food preparation areas available to Red Cross in order for Red Cross to provide emergency mass feeding to disaster victims both in the shelter and at other locations in the affected area.

- 3) **Keys.** **Ganado I.S.D.** agrees to provide Red Cross with a list of personnel who have keys to the above facilities.
- 4) **Ganado I.S.D.** agrees to complete the form Mass Care Facility Survey (ARC Form 6564).
- 5) **Ganado I.S.D.** agrees to complete the form ARC Facility Agreement (ARC Form 6621) upon activation.

#### B. FOOD

- 1) Food on hand purchased by the center. **Ganado I.S.D.** agrees to make an inventory of food supplies on hand to be used in feeding disaster victims.
- 2) USDA Food Commodities. **Ganado I.S.D.** agrees to make an inventory of food commodities used to feed disaster victims. In order to insure expenditure replacement of items **Ganado I.S.D.** is urged to use USDA food commodities.
- 3) When authorized by Red Cross, food purchases to feed disaster victims will be made and accurate records/receipts must be maintained on such purchases.
- 4) Reimbursement Procedures
  - a) **Ganado I.S.D.** supplies on hand. Such supplies must be itemized if reimbursement is requested.
  - b) Purchases. **Ganado I.S.D.** may submit itemized receipts for essential purchases to the Red Cross for reimbursement consideration.
  - c) USDA Food Commodities. Commodities used should be itemized in order that these may be replaced by USDA. Replacement is usually made at no cost to Red Cross; however, Red Cross is sometimes asked to pay for replacement of USDA Commodities.

#### C. PERSONNEL

**Volunteers.** **Ganado I.S.D.** and the Red Cross will actively plan for the maximum utilization of volunteers within a shelter or feeding operation.

- 1) **Professional Staff.** The term "professional staff" means any **Ganado I.S.D.** staff member. Red Cross acknowledges that this staff

possesses the administrative, organizational and supervisory qualities so essential in managing a shelter or feeding facility, and that it actively seeks the support of the staff in asking that these professional staff volunteer their services. The Red Cross will train other volunteers to fill these positions as an alternate manpower source. Red Cross feels it would be very advantageous both for **Ganado I.S.D.** and the Red Cross to have the support of these professionals. They will be performing a dual role. They will represent Red Cross and be looking after the welfare of the victims and workers as well as being in a position of looking after the safety of school properties.

- 2) Cafeteria Workers. **Ganado I.S.D.** is asked to make their cafeteria staff available to provide cafeteria services. The term "cafeteria workers" means hourly paid lunchroom workers and hourly paid cooks. The Red Cross may pay for the services of such workers if proportionate to the services provided and with approval from Red Cross Management at the time of the event. Such reimbursement would be for hours in excess of normally worked hours.
- 3) Custodial Workers. **Ganado I.S.D.** is asked to make custodial workers available to provide maintenance of the shelter(s). The term "custodial workers" means hourly paid custodians. Custodial workers should supervise volunteers and/or shelter occupants in the performance of custodial services within the shelter. Again, the Red Cross may authorize payment for the services of custodial workers. Such requests would be proportionate to the number of shelter residents and in excess of normally scheduled hours.
- 4) Authorized Red Cross Representatives. The term "authorized Red Cross representatives" means a person or persons given authority by Red Cross Disaster Services to act or make commitments in the name of Red Cross. This person or persons is the Red Cross Chairman and/or his designees.
- 5) Reimbursement procedures
  - a) Cafeteria/Custodial Workers. If the cost of these workers cannot be absorbed by **Ganado I.S.D.** or these employees are not able to volunteer their services and pre-disaster approval for labor costs was obtained prior to commitment by **Ganado I.S.D.**, requests for reimbursement may be submitted to Red Cross for consideration; such requests must be accompanied by supporting documents, such as names, titles, number of hours worked, rate per hour, and reason why reimbursement is being requested.



III. TRAINING

The Red Cross Chapter and **Ganado I.S.D.** are jointly responsible for the recruitment and training of all shelter managers. The following Red Cross certified courses are available:

- A) Introduction to Disaster Services-3 hours
- B) Shelter Operations Workshop-3 hours

Since managers will be functioning as Red Cross volunteers, both courses are required.

IV. LIABILITY

Notwithstanding any other agreements, the Crossroads Chapter of the American Red Cross, agrees to defend, hold harmless and indemnify **Ganado I.S.D.** against any legal liability in respect to bodily injury, death and property damage arising from the negligence of the said chapter during its use of the property belonging to the said **Ganado I.S.D.**.

V. PUBLIC RELATIONS AND PUBLIC INFORMATION

The Red Cross agrees to display its posters acknowledging that these services are provided by **Ganado I.S.D.** in cooperation with Red Cross. **Ganado I.S.D.** agrees to help post Red Cross identifications on all shelters and feeding facilities. All volunteers and staff will be identified as Red Cross workers.

VI. This Agreement expires one year from the date approved.

Date: 6-20-06

  
 \_\_\_\_\_  
 Signature of Facility Manager

  
 \_\_\_\_\_  
 Signature of Red Cross Disaster Coordinator