

**County of Orange  
and  
Orange County  
Operational Area**



**Mass Care and Shelter Annex**

**November 2016**

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# I. Operational Area Executive Board and Emergency Management Council Letter of Approval

## Orange County Operational Area Executive Board

Representatives of Law Enforcement Mutual Aid, Police Chiefs' and Sheriff's Association, Fire and Rescue Mutual Aid, Fire Chiefs' Association, Public Works Mutual Aid, City Engineers and Public Works Directors Association, Orange County Board of Supervisors, Health Care Mutual Aid, City Manager's Association, League of Cities, School Districts, Special Districts.

**Members:**

- County of Orange
- O. C. Fire Authority
- Aliso Viejo
- Anaheim
- Brea
- Buena Park
- Costa Mesa
- Dana Point
- Fountain Valley
- Fullerton
- Garden Grove
- Irvine
- La Habra
- La Palma
- Laguna Beach
- Laguna Hills
- Laguna Niguel
- Laguna Woods
- Lake Forest
- Mission Viejo
- Newport Beach
- Orange
- Pico Rivera
- Rancho Santa Margarita
- San Clemente
- San Juan Capistrano
- Santa Ana
- Seal Beach
- Stanton
- Tustin
- Villa Park
- Westminster
- Yorba Linda
- Anaheim City School District
- Anaheim Union H.S. District
- Brea-Olinda Unified School District
- Capistrano Unified School District
- Costa Mesa School District
- Good Community College
- Cypress School District
- Fountain Valley School District
- Fullerton Joint Union H.S. District
- Fullerton School District
- Garden Grove Unified School District
- Huntington Beach School District
- Huntington Beach Union H.S. District
- Irvine Unified School District
- La Habra City School District
- Laguna Beach Unified School District
- Los Alamitos Unified School District
- Lowell Joint School District
- Magnolia School District
- Newport-Mesa Unified School District
- North O.C. Community College District
- North RCP
- O.C. Department of Education
- Oran View School District
- Orange Unified School District
- Pico Rivera-Yorba Linda Unified School District
- Rancho Santiago Comm. College District
- Saddleback Valley Unified School District
- Santa Ana Unified School District
- Serrano School District
- So. O.C. Community College District
- Tustin Unified School District
- Westminster School District
- AMFA/SEDFWA
- Buena Park Library
- Capistrano Bay Comm. Services District
- Capistrano Beach Sanitation District
- Capistrano Beach Water District
- Costa Mesa Sanitary District
- Dana Point Sanitary District
- East Orange County Water District
- El Toro Water District
- Emerald Bay Comm. Services District
- Garden Grove Sanitary District
- Irvine Ranch Water District
- Laguna Beach County Water District
- Los Alamitos County Water District
- Mesa Community Water District
- Midway City Sanitary District
- Moulton Niguel Water District
- Municipal Water District of O. C.
- O. C. Transportation Authority
- Orange County Cemetery District
- Orange County Sanitation District
- Orange County Vector Control
- Orange County Water District
- Pico Rivera Library District of O.C.
- Rossmore Comm. Services District
- Santa Margarita Water District
- Santiago County Water District
- Serrano Water District
- South Coast Water District
- Sunset Beach Sanitary District
- Trabuco Canyon Water District
- Yorba Linda Water District

November 9, 2016

Members of the Operational Area  
Members of the Board of Supervisors  
County of Orange Department Heads  
American Red Cross/Orange County Chapter  
California Emergency Management Agency

Dear Orange County Emergency Response Officials;

Herewith is presented the County of Orange and Orange County Operational Area Mass Care and Shelter Annex. This annex is the foundation for the response and recovery operations from the Operational Area (OA) and County's perspective.

The Orange County Operational Area Executive Board has approved this Annex on behalf of the OA Members; the County of Orange Emergency Management Council (EMC), which governs the County of Orange Emergency Organization, has approved and concurs with this Annex. The Orange County Operational Area Mass Care and Shelter Annex outlines strategies, procedures, recommendations and organizational structures to be used to implement a coordinated evacuation effort in Orange County. A copy of the Mass Care and Shelter Annex may be obtained through the Orange County Sheriff's Department, Emergency Management Division.

The Mass Care and Shelter Annex is linked to jurisdiction, discipline and mutual aid plans and standard operational procedures through the Operational Area and the County of Orange Emergency Operations Plans.

This Annex is designed as a reference and guidance document. We look to you as members of the County of Orange and Orange County's Operational Area Emergency Response Organization to assist in the ongoing process of program and capability improvement. Use of this Annex when responding in the EOC and during exercises and drills will continue to enhance our ability to respond.

Sincerely,

Orange County Operational Area  
Executive Board  
Chair

Sincerely,

County of Orange Emergency Management  
Council  
Chair

Administrative Contact – Orange County Sheriff/ Emergency Management  
2644 Santiago Canyon Road Silverado CA, 92676 Phone: (714) 628-7054 Fax: (714) 628-7154

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## II. Record of Changes

Date of Revision	Revision Description	Section or Component	Reviewed by	Revision Completed By
2016	Changed plan title throughout the document: "Unified County of Orange and Orange County Operational Area Emergency Operations Plan"	Throughout the Mass Care and Shelter Annex	DAFN Working Group, OCEMO, and Shelter Committee	Emergency Management Division
2016	Updated Attachments to be one document	Chapter 7	DAFN Working Group	Emergency Management Division
2016	Clarified number of trained shelter workers and shelter equipment	Section 2.2	DAFN Working Group	Emergency Management Division
2016	Added Unaccompanied Minors and Save the Children	Section 2.2	DAFN Working Group, Shelter Committee and KIDs Working Group	Emergency Management Division
2016	Added more accessible language throughout the Annex	Throughout the Mass Care and Shelter Annex	DAFN Working Group, Shelter Committee and KIDs Working Group	Emergency Management Division
2016	Added Homeless Liaison Coordinator to the Annex	Section 4.2	EMC Sub-Committee, OCEMO and DAFN Working Group	Emergency Management Division
2016	Added New Care and Shelter Coordination Checklist to Attachments – In Draft	Attachments		Emergency Management Division

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### **III. Record of Distribution**

The Orange County Sheriff's Department, Emergency Management Division (EMD) is responsible for developing, maintaining and distributing the County of Orange and Orange County Operational Area Emergency Operations Plan (County and OA EOP).

EMD will make the Unified County and OA EOP available to all county departments, OA jurisdictions, California Office of Emergency Services (Cal OES) and other partner organizations as necessary and upon request. An electronic version is available through WebEOC in PrepareOC. Additionally hard copies are available at the EOC and EMD staff have remote access to all plans and annexes.

**Table of Contents**

I. Operational Area Executive Board and Emergency Management Council Letter of Approval ..... iii

II. Record of Changes ..... v

III. Record of Distribution..... vii

Chapter 1 Introduction ..... 1

    1.1 Purpose ..... 1

    1.2 Scope..... 1

    1.3 Situation Overview..... 1

        1.3.1 Preparing and Responding with the Whole Community Strategy..... 2

    1.4 Planning Assumptions..... 3

Chapter 2 Concept of Operations ..... 5

    2.1 Reception Centers..... 5

        Reception Center Functions..... 5

        Reception Center Locations and Site Selection ..... 6

    2.2 Sheltering ..... 6

        Pre-Incident Shelter Site Selection ..... 6

        Protocols for Opening Shelters ..... 9

        Shelter Operations – Prior To Opening the Shelter ..... 11

        Shelter Operations ..... 12

        Demobilizing Shelters ..... 15

    2.3 Mass Feeding ..... 16

    2.4 Bulk Distribution ..... 16

        Points of Distribution (POD) for Commodities (Non-Medical) ..... 17

    2.5 Disaster Welfare Information ..... 18

    2.6 Addressing Medical Needs in a General Population Shelter ..... 18

        Red Cross Disaster Health Services ..... 18

        Health Care Agency Shelter Support..... 19

    2.7 Support for Household Pets and Other Animals..... 20

        Animal Sheltering for Service Animals..... 20

    2.8 Public Information ..... 21

    2.9 Transition to Recovery ..... 22

Chapter 3 Organization and Assignment of Responsibilities .....	23
3.1 Responsibilities of Agencies and Organizations Leading Mass Care.....	23
3.1.1 Orange County Operational Area.....	23
3.1.2 Orange County Social Services Agency .....	23
3.1.3 American Red Cross .....	24
3.1.4 Orange County Health Care Agency.....	25
3.2 Roles of Agencies and Organizations Supporting Mass Care.....	27
3.2.1 City Jurisdictions and Unincorporated Areas.....	27
3.2.2 County Agencies.....	27
3.2.3 Supporting Special Districts .....	29
3.2.4 State of California.....	30
3.2.5 Supporting Federal Agencies .....	31
3.2.6 Non-Governmental Organizations.....	32
Chapter 4 Direction, Control and Coordination.....	33
4.1 Notification and Process to Initiate Shelter Operations .....	33
Notification .....	33
Initiating Shelter Operations.....	33
Operational Area EOC Response.....	34
4.2 EOC Coordination.....	35
Care and Shelter Branch Director .....	35
Schools Group Supervisor .....	36
American Red Cross Liaison .....	37
Disabilities and Access and Functional Needs Group Supervisor .....	37
Homeless Liaison Coordinator .....	38
Animal Care Group Supervisor.....	39
Behavioral Health Group Supervisor .....	40
Other Care and Shelter Positions.....	41
4.3 Operational Area and Regional Mutual Aid Operations .....	41
Operational Area Operations.....	41
Regional Operations/Mutual Aid Region .....	41
Chapter 5 Annex Development and Maintenance .....	43
5.1 Overview .....	43

5.2 Plan Maintenance .....	43
5.3 Training and Exercises.....	43
Chapter 6 Authorities and References.....	45
6.1 Authorities.....	45
6.1.1 Federal .....	45
6.1.2 State .....	45
6.1.3 County.....	45
6.2 References.....	45
6.2.1 Federal .....	45
6.2.2 State .....	45
6.2.3 Local .....	46
Chapter 7 Attachments.....	47

## **Chapter 1 Introduction**

### **1.1 Purpose**

This Annex describes the policies, procedures, roles, and responsibilities associated with the care of members of the community prior to, during, and after a local to countywide emergency, including people with disabilities and those with access and/or functional needs, evacuees and those people who rely on in-place shelter in lieu of evacuation. The Annex addresses housing, feeding, and other essential services needed by people who have been affected by an emergency or displaced from their homes. The purpose of this Annex is to:

- Provide a written plan to prepare Orange County agencies to manage and respond to an incident requiring care and shelter support.
- Address Operational Area (OA), County, City, Special District, and mutual aid operations focused on the care of community members during emergency situations.

### **1.2 Scope**

The Mass Care and Shelter Annex applies to mass care preparedness, response, and recovery operations during local and State emergencies, state-of-war emergencies, and presidentially-declared emergencies or major disasters. This Annex incorporates Orange County Operational Area public, private, and non-governmental organizations (NGOs) with operational responsibilities for mass care. This Annex will be applied in emergencies requiring the care and shelter of affected and displaced individuals.

All responses will be made in accordance with the Standardized Emergency Management System (SEMS), which has been integrated with the National Incident Management System (NIMS). Local governments must use SEMS to be eligible for reimbursement of certain response-related personnel costs.

### **1.3 Situation Overview**

- This plan was created by a multi-discipline planning team to ensure an effective response. Plan development allowed for a multitude of agencies to share knowledge, experience, and information on resources available to address care and shelter needs.
- Many of the hazards which exist in or around the County of Orange have the potential for causing disasters of such magnitude as to make centralized coordination with and between Mutual Aid Systems desirable and necessary.
- The Unified County of Orange and Orange County Operational Area Emergency Operations Plan places the responsibility for coordinating care and shelter with the Director of Orange County Social Services Agency (SSA) during emergencies in the County and/or Operational Area. The Director of the California Department of Social Services (CDSS) is responsible for care and shelter state-wide.
- The care and shelter function coordinates provision of services to the community and affected individuals during emergencies, as well as clientele served by County Agencies and Departments

county-wide. The OA care and shelter function is cooperatively supported by County Agencies, the American Red Cross (ARC), and the Orange County Department of Education.

- The Standardized Emergency Management System (SEMS) requires the County to act as the Operational Area Lead Agency to provide coordination between and communication with the Operational Area jurisdictions and the State. The Operational Area is established to support, augment, and ensure coordination between Mutual Aid Systems at the Operational Area level.

### **1.3.1 Preparing and Responding with the Whole Community Strategy**

The County of Orange and Orange County Operational Area strive to incorporate the Whole Community perspective in their emergency planning. By planning for the Whole Community, complexities in the diversity in Orange County are assimilated into the County and Operational Area planning strategy.

Orange County's definition of disabilities and those with access and/or functional needs is as follows:

*Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence and the ability to perform the activities of daily living, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who are transportation disadvantaged.*

Having recognized the need to be inclusive in its emergency planning, the Orange County Operational Area (OA) formed the Orange County Disabilities and Access and Functional Needs Working Group in 2011 to strengthen partnerships with the disability community and others with access and functional needs. This team includes representatives from county agencies, local jurisdictions and nonprofit organizations serving people with disabilities and those with access and/or functional needs in Orange County. This group's instrumental efforts have turned the OA towards more inclusive emergency planning for the Whole Community. This group reviewed the Unified County of Orange and Orange County Operational Area Emergency Operations Plan in July 2016 and provided valuable feedback.

In order to meet the unique needs of children in disasters, the OA formed the Kids in Disasters (KIDs) Working Group as a sub-committee of the Disabilities and Access and Functional Needs Working Group. The mission of the working group is to engage public and private community, government and healthcare organizations and individuals to promote coordinated efforts and partnerships to ensure that infants' and children's needs are met before, during, and after disasters. Integrating children (0-18) into disaster planning requires special emergency preparedness and planning. Disasters have proven evident that children are vulnerable and

require additional support during emergency situations, especially when displaced from their parents or guardians. The physical and psychological impact on children can far outweigh the same effects inflicted on adult members of society, including children with disabilities and access and functional needs. The KIDs Working Group will assist in identifying and supporting community programs that help meet the physical, medical, and mental health needs of children in disasters.

Furthermore, the County of Orange and Orange County Operational Area are committed to maximizing compliance with the Americans with Disabilities Act (ADA) and providing the best service to Orange County residents and visitors. As such, the County of Orange and Orange County Operational Area adheres to the guidelines outlined below:

- Disability will not prevent accessibility to services or facilities provided by the County of Orange and Orange County Operational Area.
- The County of Orange and Orange County Operational Area will not exclude or deny benefits of any type based on a disability or access or functional need.
- The County of Orange and Orange County Operational Area will work to accommodate people with disabilities and those with access and/or functional needs in the most integrated setting possible.
- During all phases of disaster response, the County of Orange and Orange County Operational Area will make reasonable modifications to policies, practices and procedures, if necessary, to ensure programmatic and architectural access to all.
- The County of Orange and Orange County Operational Area will shelter people with disabilities and those with access and/or functional needs with their families, friends and/or neighbors when feasible in the most integrated setting possible.

#### **1.4 Planning Assumptions**

- Although the majority of people affected by disasters will seek shelter with family and friends, some will seek shelter in designated care and shelter facilities.
- Although Orange County and its local governments have overall responsibility within their jurisdictions to open shelters, the American Red Cross may, in some jurisdictions, serve as the principal organization responsible for supporting, or in some cases operating, care and shelter facilities.
- To supplement the ARC, Orange County and its local governments will work to train staff and emergency management volunteers to manage and operate emergency shelters, thus increasing available care and shelter resources.
- The County and many local jurisdictions maintain stockpiles of shelter supplies in cooperation with the ARC to increase care and shelter capacity county-wide.
- The Operational Area Emergency Operations Center (OA EOC) can provide support to County Agencies, Departments and Operational Area members conducting care and shelter activities

during local single-jurisdiction emergencies, and serve as a support and a coordination center for all Mutual Aid requests during large, multi-jurisdiction emergencies.

- Resource support, identification, and management activities can be executed at the OA EOC, thereby allowing the County Department Operating Centers (DOCs) and OA partners to concentrate on direction of essential emergency response tasks.
- County Agencies and Departments conducting care and shelter activities for the Operational Area can activate Mutual Aid Systems in Behavioral Health, Social Services and non-profit agencies to support the emergency response requirements of the Operational Area.
- In accordance with SEMS, additional resources and assistance from outside the local jurisdiction shall be available to local government through the Operational Area (OA). However, resources may be extremely limited the first few days following a disaster where there has been widespread damage. Local jurisdictions will fare better in the short term by developing their own local resource base.
- A small percentage of those seeking shelter will require transportation assistance.
- A percentage of the population seeking shelter will have access and functional needs.
- Some shelter residents with access and functional needs will require support services and accommodations in the shelter environment.
- Displaced residents may converge on public parks and open spaces, as an alternative to using indoor mass care shelters.
- Displaced residents may converge on schools or faith-based facilities with the assumption that mass care assistance will be provided to them.
- Residents who suffer some structural damage to their home, following a major disaster, may choose to remain on their property (i.e., camp-out), versus going to a public shelter. They may still have needs and expectations for disaster assistance from local government.

## **Chapter 2 Concept of Operations**

California law sets the responsibility for emergency care and shelter at the local level. Per Health and Safety Code sections 34070 – 34072, local government is to provide or contract with recognized community organizations to make emergency or temporary shelter available for people temporarily displaced by a natural disaster or other emergency. California’s State Emergency Plan, the California Standardized Emergency Management System (SEMS), and the National Incident Management System (NIMS) put local government at the first level of response for meeting the disaster needs of people in its jurisdiction. People seeking care and shelter immediately after a disaster will look to local government for assistance.

The ARC is a partner with local government in helping to fulfill government’s legal responsibility of providing care and shelter for its citizens in a disaster. The partnership requires local government and the ARC work cooperatively during the preparedness phase to clarify roles and responsibilities. Local jurisdictions may also work in cooperation with other volunteer disaster assistance organizations to provide disaster relief or related support services. In a major disaster where there is widespread damage, the national resources of the ARC may require time to mobilize. Local governments should be prepared to manage, coordinate, and run shelter operations without ARC support.

The County of Orange and the local chapter of the ARC will coordinate before, during, and after a disaster as outlined in the Memorandum of Understanding entered into in 2015. **(Attachment A)**

### **2.1 Reception Centers**

Reception Centers are short-term facilities where displaced individuals or families may go to receive information and services in a safe place in the event of a disaster. Reception Centers will remain open as needed, and persons seeking assistance will be referred to other services or to shelter facilities. Typically, these centers are opened for a short period of time.

#### **Reception Center Functions**

Reception centers may take different forms based on the circumstances of the incident. For a small or short-term event, reception centers are opened to provide a gathering point for displaced populations. Services available will most often include accessible restroom facilities and information, but could also include first aid, food and water. In a large or long-term event that may exhaust local capabilities, reception centers may be used to manage the flow of evacuees into a larger shelter system or for family reunification. In this case, functions available may also include registration, tracking and assessment. Reception center locations may transition into shelter sites as circumstances evolve.

## **Reception Center Locations and Site Selection**

The criteria for the location of accessible reception center facilities are, for the most part, similar to criteria for the location of shelters. While outside the impacted evacuation area, reception centers should be easily reachable by evacuating populations and integrated into evacuation routes and accessible public transportation systems. For more information, see the *Pre-Incident Shelter Site Selection* section of 2.2 Sheltering below.

Many sites already designated as possible shelter locations in Orange County are also suitable locations for Reception Centers. These pre-identified accessible shelter locations are catalogued and maintained by the local ARC chapter in the National Shelter System (NSS) database. For more information, see the *National Shelter System* section of 2.2 Sheltering below.

## **2.2 Sheltering**

### **Pre-Incident Shelter Site Selection**

At the Operational Area and County level<sup>1</sup>, the Orange County Chapter of the American Red Cross is the primary identifier of shelter locations. At the local level, jurisdictions may identify shelter sites in collaboration with the Red Cross or on their own. Sites identified for potential use as shelters are most often public facilities, schools (public or private) or facilities owned by faith-based organizations.

Public facilities, such as community centers, senior centers and gymnasiums, are often excellent accessible shelter sites as they are already owned or operated by local jurisdictions. They are also already well-known locations to the community and have many of the services needed in a shelter.

In many areas, public and private school districts may make their facilities available as shelter sites if available. Section 32282 of the California Education Code specifically directs school districts to develop a school safety plan that includes “a procedure to allow a public agency, including the American Red Cross, to use school buildings, grounds, and equipment for mass care and welfare shelters during disasters or other emergencies affecting the public health and welfare.”<sup>2</sup>

However, as a school’s primary responsibility is to its students, faculty and staff, they are not always available for use as shelters when a disaster occurs. Furthermore, schools have an

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<sup>1</sup> In Orange County, there are two distinct entities when discussing county-level emergency management operations. The County of Orange is the political entity that consists of all county agencies and unincorporated areas. The Orange County Operational Area is composed of all political subdivisions within the geographic boundaries of Orange County, including cities, school districts, special districts and other public and private stakeholders.

<sup>2</sup> California Education Code Section 32282, (a) (2) (B) (IV) paragraph (ii).

obligation to restart classes as soon as possible following a disaster and may be unable to support long-term shelter operations.

Facilities offered by faith-based and other private organizations will vary in size, features and availability, but can play a crucial role in filling gaps caused by a lack of public or school facilities.

Ideal sites for shelter operations will include many of the following characteristics:

- Ample accessible parking and adequate access to mass transit routes
- Architectural accessibility for people with disabilities and those with access and/or functional needs
- Space for shelter residents to sleep (the ARC uses a standard of 40 square feet per person)
- Space for other shelter operations including
  - registration
  - health services
  - mental health services
  - food serving
  - recreation
- Kitchen or other cooking facilities
- Accessible restroom and shower facilities
- Heating and cooling systems
- Accessible communications connectivity (telephone, internet, etc.)
- Adjacent facilities suitable for potential use as pet shelters or local assistance centers

It is important to note that the short-comings of many shelter facilities can be addressed through the deployment of additional staffing, equipment and other resources.

#### *Pre-Incident Shelter Surveys*

Once a potential shelter location has been identified, the ARC will perform a shelter survey using the Shelter Facility Survey form from the Red Cross Shelter Management Toolkit. This survey is performed on-site at the given location and is conducted in cooperation with a site representative that can provide additional information. Guidance for properly integrating people with disabilities and those with access and/or functional needs into shelter planning can be found in the FEMA document “Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters” and Chapter 7, Addendum 3 of the ADA Best Practices Tool Kit for State and Local Governments: ADA Checklist for Emergency Shelters (**Attachment B**).

This process should capture observable and non-observable information about the facility, including:

### Observable Attributes

- Open spaces (i.e. square footage of sleeping areas)
- Accessibility for people with disabilities and those with access and/or functional needs
- Accessible bathroom/shower areas
- Appropriate signage and the use of accessible technology for people with disabilities and those with access and/or functional needs
- Reception area
- Kitchen, cafeteria, food prep and serving areas
- Fire alarms, sprinkler systems, smoke detectors, Automated External Defibrillators (AEDs)
- Location of power outlets
- Parking, drop off, pick up areas
- Co-located facilities and space for pets

### Non-Observable Attributes

- Year facility was built or extensively altered
- Back-up generator(s) on site
- Supplies stored on or near site
- Tempered glass on windows
- Dates and periods when facility would not be available
- Utilities and back-up power
- Construction material
- Hazards or concerns on or near facility grounds

Once the Shelter Facility Survey form is completed, the ARC will follow up with the site representative regarding any unanswered questions or outstanding issues and then enter collected data into the National Shelter System.

### *National Shelter System*

Once a potential shelter location has been identified and surveyed, the gathered information will be entered into the National Shelter System (NSS) database. The NSS is the central tracking system for all potential shelter facilities nationwide and contains over 56,000 listings. This tool enables emergency managers and disaster workers to identify the location, managing agency, capacity, current population and other relevant information for all shelters in the system.

Local emergency managers are given access to NSS by the ARC upon request.

### *Local Shelter Agreements*

The American Red Cross establishes formal agreements with potential shelter locations in Orange County. These agreements are approved by both the governing body for the shelter location (i.e.

school board, city council, board of directors, etc.) and the local ARC Regional Disaster Program Officer. While there is no expiration on these agreements, it is expected the two parties will update the document every 3 years.

The agreement specifically addresses the following items:

- Authorization – For use of the facility and procedures for notification. In this case of public school locations, authorization for use will come from the District Superintendent or designee.
- Access – For opening of the facility, including identifying a 24 hour key holder.
- Terms of use – For use of facility equipment (e.g., radios, fax machines, TVs, and computers) and reimbursement or arrangements for use of utilities (e.g., gas, water, electricity, and telephones).
- Length of use – For as short a period as possible, but continued use must be based on the mutual decision of both parties.
- Return of facility – To the original condition, including the replacement or reimbursement for any damage or material supplies consumed.
- Hold harmless agreement – Defends, holds harmless, and indemnifies the facility against any legal liability for actions that occur during the sheltering operation.

In addition, the County of Orange may maintain a no-cost rental agreement with the Orange County Fair and Event Center for use as a non-traditional mass care site.

### *Training and Staffing*

At the County level, the training of shelter workers is accomplished through close collaboration between the Orange County Social Services Agency and the Orange County Chapter of the American Red Cross. As of October 2016, the County of Orange has more than 450 shelter workers trained with representation from most County agencies. This is in addition to local Red Cross volunteers and trained shelter personnel throughout the Operational Area at the local government level.

### **Protocols for Opening Shelters**

The decision to open a shelter will be made based on the scope and size of an incident and should be made in close coordination with the Operations Section Care and Shelter Branch in the affected jurisdiction's Emergency Operations Center. In fast-breaking events, the decision to open a shelter may be made by first responders in the field before the EOC is able to activate. Consideration should be given to the timing of shelter locations being announced and the call to evacuate in order to prevent displaced residents from arriving prior to a shelter being operational, when possible. Based on intelligence gathered from the field, the jurisdiction initiating a mass care operation should develop an estimate of sheltering needs including the number of people to be sheltered and notify the ARC. At this point, the local jurisdiction and ARC

may work to jointly determine appropriate shelter location(s). If a shelter location is being considered in a public school facility, District officials should be included in the decision-making process. Factors that will be considered may include:

- The scope and size of the hazard, including potential for expansion
- The scope, size and demographics of the impacted population
- The anticipated length of time in which shelter operations will last
- The proximity of facility to the affected areas and populations
- The availability of the site and authorization from that site's point of contact
- Accessibility of the site and any accessibility issues to address
- Adequate accessible parking

Once a location has been selected, ARC and the local jurisdiction may decide to organize shelter operations in a number of ways. As an incident progresses, a shelter may evolve from one model to another as resource availability changes. The most common formats are as follows:

#### *American Red Cross Shelters*

This is the traditional shelter model where ARC occupies a facility and plans, organizes, directs and controls every aspect of the services provided at the shelter. Ideally, facilities used as ARC shelters will have already completed the shelter identification process and have a signed shelter agreement on file.

#### *ARC Managed Shelters with City/County Support*

Also referred to as Partner Shelters, the majority of the shelter staffing will come from the partner agencies (City/County). The shelter will be under the administrative control of the American Red Cross. The American Red Cross will plan, organize, direct, control the services provided at the shelter. Direct delivery related expenses will be provided for by the American Red Cross. However, liability will be shared by the American Red Cross, the facility owner, and the partner based upon their respective responsibilities. All agencies participating in such a shelter must adhere to the Fundamental Principles of the Red Cross (**Attachment C**). Facilities used as Partner Shelters will have a signed shelter agreement on file.

#### *City/County Managed Shelters with ARC Support*

When a city or the County chooses to activate a shelter, the managing agency maintains administrative control and assumes responsibility for planning, organizing, directing, and controlling every aspect of the shelter and the relief services provided. In this model, ARC may still provide logistical support on request and if available.

### *Local Jurisdiction Shelters*

These shelters will be opened and controlled by Orange County cities or the County of Orange and staffed by trained government employees and/or city volunteers.

### *Independent Shelters*

These are shelters that spontaneously appear due to community-based organizations or faith-based organizations trying to meet a real or perceived need. Independent shelters are outside of the established response mechanism. In the event that a group of citizens or a community organization opens a shelter without ARC, County of Orange or local jurisdiction approval, that entity will assume financial and legal responsibility for the shelter.

### **Shelter Operations – Prior To Opening the Shelter**

Once a shelter location has been identified and confirmed, ARC and the local jurisdiction will begin the process of preparing the facility for shelter residents.

### *Pre-Occupancy Walkthrough*

Prior to staffing or setting up equipment at a shelter location, a full survey of the site is necessary to identify any potential safety hazards and to document the condition of the facility. This survey should also verify the facility's ability to accommodate people with disabilities and those with access and/or functional needs. This step both protects the agency or organization in charge of the shelter from later damage claims and ensures the facility has not been rendered uninhabitable following an earthquake or other disaster.

A severe earthquake or any evidence of structural damage at the facility will trigger inspection by a licensed building official before the shelter can open.

### *Activation of Staff and Equipment*

Upon receipt of a request for staffing resources from the Red Cross representative in the Care and Shelter Branch of the Operational Area/County EOC, the Care and Shelter Branch Director (most often an SSA employee) will mobilize trained county shelter workers using pre-established procedures via AlertOC, which serves as Orange County's internal emergency notification system. SSA also maintains a cache of shelter equipment that may be deployed upon request.

The ARC maintains a number of 80-person and 100-person shelter trailers which are strategically placed throughout the county in addition to warehouses and large storage containers which hold much more. The ARC also has multiple co-located Disaster Response Vehicles which are capable of towing the trailers. The trailers have everything needed to deploy and set up a shelter.

### *Communication*

The Shelter Manager should ensure a reliable communications link is established with the Red Cross and/or local jurisdiction EOC and that regular situation updates on conditions and shelter

populations are shared. In the Operational Area EOC, the Red Cross Liaison will play a key role in sharing information from the ARC EOC.

Information gathered from shelters as they prepare to open should also be shared with Public Information Managers and PIO Support Staff at the EOC in order to ensure accurate shelter status information is shared with the public.

## **Shelter Operations**

### **Registration**

Registration is the process by which shelter personnel welcome evacuees into the shelter environment, collect basic information about the evacuees and their needs and inform evacuees of what services are available in the shelter environment.

ARC and affiliated shelters use two standard forms to facilitate this process – the *Shelter Registration Form* and the *Initial Intake and Assessment Tool (Attachment D)*. The *Shelter Registration Form* collects basic information from evacuees as they enter the shelter and provides shelter operation with a record of who has entered the shelter. The *Initial Intake and Assessment Tool* form is completed for each family unit that enters the shelter and allows shelter workers to assess evacuees for possible referral to supplemental health, mental health or other services available in the shelter.

The registration process also plays the critical role of identifying individuals that may not be best served in a general shelter environment, such as evacuees with acute medical needs or unaccompanied minors.

Unaccompanied minors are simply defined as children under the age of 18 who are separated from their legal guardians. When unaccompanied minors arrive at shelter locations they may need more support than existing shelter staff can provide. This may trigger the mobilization of Unaccompanied Minors Teams made up of County agency representatives from the Social Services Agency, Child Support Services, HCA Behavioral Health, a local city representative and local law enforcement. Every effort should be made to keep unaccompanied minors cared for in the shelter until all attempts of reunification have been exhausted. The Unaccompanied Minors procedure is under development and the process flow has been identified and approved in concept by the county agencies listed above. **(Attachment E)**

Save the Children is a disaster resource that can be used to support the needs of children during times of crisis. Save the Children is committed to reducing the impact of disasters on children through effective preparedness, response, recovery, and advocacy. Since 2005 in the wake of Hurricane Katrina, Save the Children has emerged as a national leader in emergency response

serving more than 1 million children affected by U.S. disasters. They put the unmet needs of children and their caregivers first, keeping them safe and secure.

Should a registered sex offender arrive at the shelter and self-identify, shelter workers will request the individual remain in a separate area of the shelter from the remaining shelter population and request assistance from local law enforcement. Decisions regarding how to safely shelter the individual will be made in consultation with law enforcement and the Shelter Manager.

People registering at a shelter should be encouraged to self-identify any dietary, medical or other accommodations they will require upon entry into a shelter. Under no circumstances will a person be refused entry to a general population shelter purely because of a disability.

### ***Behavioral Health Services***

Behavioral Health Services in the shelter environment are most often provided by staff from ARC's Disaster Mental Health section. This function provides guidance to the Shelter Manager on environmental issues within the shelter that may affect the emotional health of shelter residents and workers. It is also responsible for identifying and monitoring the behavioral health-related needs for the entire shelter population and staff. County resources may also be needed to support ARC Disaster Mental Health workers and to connect individuals with pre-disaster mental health issues to their regular support systems.

At the Operational Area level, coordination of behavioral health crisis intervention services for members of the public and emergency workers are the responsibility of the Behavioral Health Group Supervisor at the Operational Area and County EOC. This position is the responsibility of the Orange County Health Care Agency Behavioral Health Services Division.

### ***Access and Functional Needs Support Services***

In accordance with the Americans with Disabilities Act and associated legislation, all sheltering operations in the Orange County Operational Area are to be accessible to all residents, including people with disabilities and those with access and/or functional needs. Where accessibility cannot be maintained, reasonable modifications will be made to policies, plans and procedures when appropriate.

Orange County uses a function-based approach to inclusive emergency planning and uses the C-MIST framework (see below for definition) to support this process. Rather than focusing on planning for specific disabilities or diagnoses, attention is instead given to functional areas that will improve planning for the whole community, including:

- Communication
- Maintaining health

- Independence
- Safety, support and self-determination
- Transportation and evacuation

### Communication

In a shelter environment, many people will require accommodations to fully access available services. In most cases, this can be provided by offering translators (Spanish, Korean, Vietnamese, Farsi, Sign Language, etc.) or by offering written materials in alternative formats such as large print or braille. It is also important to enable existing accessibility systems on any technology used in the shelter, such as open captioning systems on televisions and TTY and/or Video Relay systems if telephones are made available. Accessible technology must be used whenever available to allow people with disabilities access to all shelter and support services.

### Maintaining Health

Modifications to procedures and policies in the shelter environment will be needed to ensure people can properly manage minor healthcare needs. This may include offering refrigeration for medication or access to power for charging mobility devices or other equipment.

### Independence

Most people with disabilities can maintain their independence in the shelter environment with simple modifications to policies and procedures. In all cases, shelter residents should keep and use any assistive technology or devices they enter the shelter with. Jurisdictions should be prepared to provide mobility equipment and other resources to replace items lost during the evacuation process as resources are available.

In addition, shelters should allow service animals at all times. Under the Americans with Disabilities Act, a service animal is a dog that is individually trained to do work or perform tasks for a person with a disability. Guidance from the Department of Justice indicates that Miniature Horses may also be used as service animals in some cases<sup>3</sup>. Shelters are required to provide appropriate accommodations to service animals.

For information on sheltering support for household pets, please see Section 2.7.

### Safety and Support

Following an evacuation, there can often be people that arrive at a shelter without the caregiver they normally rely on. In this instance, jurisdictions may need to provide Personal Assistance Services (PAS) through specialized personnel that can assist with grooming, eating, bathing, toileting, dressing and undressing, walking, transferring (movement between cot and

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<sup>3</sup> ADA 2010 Revised Requirements: Service Animals. [http://www.ada.gov/service\\_animals\\_2010.pdf](http://www.ada.gov/service_animals_2010.pdf).

wheelchair), maintaining health and safety, assistance taking medications, communicating, or accessing programs and services.

Shelters may request support from the local Emergency Operations Center for resources such as pet supplies, and child and infant care needs (i.e. formula and diapers.)

### Security

Law enforcement/security personnel mobilized at the shelter shall coordinate and maintain perimeter security. Law enforcement should coordinate with the Shelter Manager and ensure parking areas are being assessed for adequate handicapped parking spaces throughout the activation of the shelter.

### Transportation

In an extended event, shelter residents may require accessible transportation services from the shelter to recovery assistance sites, neighborhoods, workplaces or other locations. Local jurisdictions and transportation agencies should ensure accessible options are made available for all transportation services offered at the shelter.

### Functional Assessment Service Team Training

Functional Assessment Service Team (FAST) training is provided by CDSS to county employees and other vetted members of the community who respond to shelters to assist in identifying and meeting essential functional needs of shelter residents. FAST works in partnership with the Shelter Manager and other shelter staff to ensure that people with disabilities and those with access and/or functional needs can maintain their health, safety and independence in a shelter environment during disasters.

The role of FAST is to conduct assessments of individuals and facilitate the process of getting essential resources needed by the residents in shelters that have access and functional needs. These may include traditional and non-traditional durable medical equipment (DME), consumable medical supplies (CMS), prescribed medications, or a person to assist with essential activities of daily living.

In Orange County, the FAST program is coordinated and managed by SSA. SSA maintains a database in AlertOC of active FAST personnel available for activation and deployment. FAST training is offered in cooperation with the California Department of Social Services. Every effort has been made to coordinate a minimum of one training per year for new FAST members. SSA also coordinates quarterly meetings and training for active FAST members.

### Demobilizing Shelters

Shelters will generally remain open until all residents can return to their homes or make other arrangements. When the decision is made to close shelters, the main priorities for shelter staff

are collecting shelter resident contact information for possible follow-up, continuing case management and the return of the shelter site to its original condition. Advance notice should be given prior to the closing of a shelter location.

### **2.3 Mass Feeding**

The Orange County Operational Area will work with ARC and other organizations to coordinate feeding operations. Mobile feeding is generally used, including: feeding at shelters and at the scene of the disaster if practical; providing refreshment services at hospital waiting rooms, reception centers, places where disaster survivors and emergency workers congregate; and delivering food to persons in isolated areas.

As an alternative to mobile feeding, a central facility may be activated for mass feeding at which feeding operations will be performed by personnel associated with that facility. Staffing support can be coordinated through the OA EOC with support from members of COAD. Arrangements may be made with restaurants and other food service providers to augment mass feeding operations. Whenever possible, the owners or managers of feeding establishments will manage the mass feeding operations. These arrangements should take advantage of any existing procedures or agreements for the procurement of food. Mass feeding schedules will be provided to Shelter Managers and announced to the public, as appropriate.

Requests for meals that satisfy specific dietetic requirements will be accommodated as available and practical.

### **2.4 Bulk Distribution**

Based on the severity of the event, the bulk distribution of emergency relief supplies is another service that can be activated to support disaster survivors. Bulk distribution programs or commodities distribution plans are implemented to provide disaster victims with access to supplies and materials that are life-sustaining (food and water), or support their recovery (cleanup supplies). These programs also support the ability of people to continue to shelter-in-place at home, versus evacuating to shelter sites, for basic necessities. These distribution programs may be required when normal retail distribution systems have been disrupted.

The types of items and amounts that may need to be distributed are based on the situation and may include some of the following:

- Shelf stable food
- Water (and containers for water)
- Limited amounts of ice (and ice chests)
- Tarps
- Blankets

- Cleaning supplies
- Other items might include batteries, first aid items, baby supplies, and pet food

Agencies that may be available to provide mutual aid to local jurisdictions in establishing bulk distribution programs include:

- American Red Cross
- Cal OES
- FEMA
- California National Guard
- Salvation Army

There are other community agencies that have commodity distribution programs which operate on a day-to-day basis. The Second Harvest Food Bank of Orange County and Community Action Partnership of Orange County are the two hubs of an extensive food distribution network in Orange County and they partner with food banks in neighborhoods throughout the County to serve the needs of community members.

#### **Points of Distribution (POD) for Commodities (Non-Medical)**

Depending on the scope of damage and the areas of the County most heavily impacted, additional fixed distribution points at strategic locations may need to be established (either close to or inside the impact area), where the public can come to receive shelf stable food and bottled water. The Federal Emergency Management Agency (FEMA) defines these sites as temporary local facilities at which commodities are distributed directly to disaster victims. These PODs differ from Points of Dispensing for medical prophylaxis which may be established during regional health related emergencies. Staffing of commodity POD sites will be coordinated with local law enforcement to ensure site security. POD sites generally have these characteristics:

- Easy access to major streets
- Large open paved area to park trucks or semi-trailers and off-load supplies
- Traffic flow in and out of the site
- Potential for indoor storage
- Accessible to pedestrian traffic and people with disabilities

In addition to fixed distribution points, mobile supply distribution, where trucks can roam the impacted area and hand out items off the truck, may be used to distribute supplies to people who are unable to come to fixed distribution points. It provides the opportunity to exercise some control over who accesses the materials as mobile supply distribution will target the worst impacted neighborhoods. In situations where some neighborhoods are impacted by the disaster and others are not, fixed distribution sites can make it difficult to control who accesses the

supplies. The bulk distribution program should be scaled back or discontinued once access to normal retail outlets is restored (generally as soon as utilities are restored and roads reopened), so as not to inhibit economic recovery of the private sector.

## **2.5 Disaster Welfare Information**

There are a variety of ways loved ones can connect with each other when they are separated due to a disaster. Social media sites will play an important role during emergencies. The ARC concentrates its “Safe and Well” information efforts on serving individuals and families within the disaster-affected areas and publicly promoting communication from inside the disaster-affected area to outside the disaster affected area. Helping disaster victims connect with family members and loved ones enables the ARC to provide welfare information to many more people outside of the affected area. Moving from an inquiry-based to a notification-oriented approach addresses some of the difficulties faced when receiving and responding to high volumes of inquiries from the general public, such as:

- Locating and communicating with people in a disaster-affected area when many people have left their homes, when power is out and/or when both regular and cell phone services are limited.
- Fusing together internet based reunification programs such as Google Person Finder, Safe and Well, etc.
- Complying with Privacy Act and Health Insurance Portability and Accountability Act (HIPAA) laws before releasing welfare information.

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

## **2.6 Addressing Medical Needs in a General Population Shelter**

The Orange County Health Care Agency will work in cooperation with ARC Disaster Health Services to provide basic medical care and health-related services in the shelter environment.

### **Red Cross Disaster Health Services**

- Provides health-related services and secures resources to meet the basic health needs of people affected by the disaster. This is done by helping clients get connected to appropriate community services, activating partnerships, use of in-kind donations, and

providing direct ARC financial assistance, as needed. Examples of disaster-related health needs may include prescription medication, prescription eye wear, durable medical equipment, etc.

- Provides general guidance to the Shelter Manager on safety and public health-related issues in the shelter; particularly related to sanitation, feeding, illness, injury, and access and functional needs concerns.
- Provides assessment and treatment for minor illnesses and injuries within the shelter. Disaster Health Service workers may provide client treatment and care up to but not to exceed their legal scope of practice.
- Provides for the monitoring and wellness, both mentally and physically, of staff in shelters.
- Provides 24-hour service at shelters and is staffed relative to the shelter population.
- Secures the confidentiality of any client information generated in the shelter and reports non-sensitive information regarding services to the Shelter Manager for reporting purposes.
- Disaster Health Service workers are required to maintain a current license or certificate in their field (i.e. Nurse, Emergency Medical Technician, etc.).

#### **Health Care Agency Shelter Support**

- Assists Red Cross in providing health-related services at shelters upon request and as available through the OA EOC or the Health Emergency Operations Center (HEOC).
  - Deploys Public Health staff to provide guidance regarding sanitation, food safety, communicable diseases, and infection control; to conduct surveillance, investigate illnesses, and provide testing as needed; and to assist with assessments, referrals and case management of higher risk shelter residents and those who have additional health, access and functional needs.
  - Deploys Behavioral Health Services staff to provide behavioral health support and services, including psychological first aid, assessment for ongoing care, referral and linkage.
  - Deploys Medical Reserve Corps volunteers as available to supplement Red Cross Disaster Health Service workers in providing triage, treatment and assessment for minor illness and injuries, up to but not to exceed their legal scope of practice within the shelter.
- Provides health-related resources (e.g., supplies and equipment) as able from Agency/County surge caches and coordinates resource requests through the Medical and Health Operational Area Coordinator (MHOAC).
- Coordinates transport and placement of patients needing higher level of medical care.

- Provides guidance re: sanitation, food safety, communicable disease, and infection control and conducts surveillance, testing and illness investigations as needed.

## **2.7 Support for Household Pets and Other Animals**

The evacuation and sheltering of animals is the primary responsibility of the animal owners. Many owners will be able to care for their animals without the assistance of their local jurisdiction. When owners are unable to provide for the care and needs of their household pets and service animals, the local jurisdictions will provide assistance as outlined in the Pets Evacuation and Transportation Standards Act of 2006 (PETS) and FEMA Disaster Assistance Policy 9523.19. When local jurisdictions need additional assistance, they will notify the OA EOC and emergency personnel will work within the operations and logistics sections in the EOC to assist with mutual aid and resource coordination and to help plan the mobilization and allocation of personnel, equipment/supplies, and facilities.

Evacuation of an affected area is a large task that will require a significant amount of coordination with all entities involved. The planning for both animals and their owners during an evacuation will increase the cooperation of the pet owners which in turn helps to ensure more people are out of harm's way. For specific actions and operations regarding evacuation, refer to the *Orange County Operational Area Evacuation Annex*.

### **Animal Sheltering for Service Animals**

Evacuated individuals who require the use of a service animal are allowed under federal law to co-locate with their service animal at human shelters. Service animals are not household pets and must remain with the person to whom they are assigned. To determine if an animal is a service animal, two questions may be asked. 1) Is the service animal required because of a disability? 2) What work or task has the animal been trained to perform? Animals will not be allowed in a shelter if they continuously bark, act aggressively, or are not housebroken.

#### **Animal Sheltering**

Sheltering may be necessary for animals that are lost, stray, and incapable of being cared for by their owners, or are a danger to themselves or the public. All OA partners will work to ensure that animals within their jurisdiction that need sheltering are sheltered, fed, and, if possible, returned to their owners. If the animals cannot be returned to their owners, their disposition will follow State law.

For animals located in County unincorporated areas and in cities that contract with the County of Orange for animal care services, OC Animal Care will endeavor to secure appropriate shelter. OC Animal Care run shelters may also be made available to other OA partner jurisdictions through mutual aid in accordance with the Operational Area Agreement.

Shelters will be managed in accordance with the Incident Command System. While there is currently no national standardized system for defining emergency pet shelter staff teams, all temporary County shelters will adhere to a chain of command defined by OC Animal Care.

If American Red Cross shelters are open for human evacuees, a determination will be made by the Shelter Manager regarding the feasibility of co-locating animals at these shelters. If co-location is an option, animal response teams will be dispatched to American Red Cross shelter sites and arrangements will be made to obtain emergency supplies and any specialized equipment needed to care for the animals.

If co-location at an American Red Cross shelter site is not an option or if the animal is not a household pet, alternative animal shelter sites will be identified and animals will be assigned to the most appropriate shelter. If available, a representative from the OC Animal Care veterinary medical team will be deployed to all American Red Cross shelter sites to assist with the triage and screening of animals to determine if they are healthy or unhealthy and the transport of pets needing medical care to the appropriate facility.

## **2.8 Public Information**

Once shelter sites are confirmed, the public will be informed of shelter locations, types, and status via public messaging through City or Operational Area Public Information Officers (PIOs). Messaging will be provided in accessible formats as described in the *Orange County Operational Area Joint Information System Annex*.

Public information messages will identify the location of shelters and encourage persons evacuating to bring personal go-kits (e.g., blankets, clothes, toiletries, necessary prescription medications). In addition, public messaging will advise persons who are dependent on life support or home healthcare equipment to bring the equipment and/or personal support they receive at home to the shelter with them or, if necessary, provide contact information for assistance in sheltering.

To support animal sheltering operations, a pre-scripted message should include animal shelter locations, owner responsibilities, and other pertinent information to be disseminated through the public information system. Owners should be encouraged to bring pet immunization papers, carriers, leashes, muzzles, food dishes, and any required medicines.

Public Information staff from the ARC and/or the local jurisdiction may also be stationed in the shelters to provide accurate and timely information on the incident to shelter residents in accessible formats.

## **2.9 Transition to Recovery**

During the post-emergency recovery period, emphasis will be placed on cleanup and recovery, shelter demobilization, OA EOC demobilization, and evaluating performance. Care and Shelter Branch staff will participate in the planning for Operational Area demobilization and transition to recovery. Further, they will also participate in the critique of emergency operations and development of an After Action Report. As the response winds down, housing programs managed by Orange County Community Resources (OCCR) will play a key role in the continuing recovery efforts.

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

For more information on recovery operations, see the *Orange County Operational Area Recovery Annex*.

### **Chapter 3 Organization and Assignment of Responsibilities**

Managing a care and sheltering operation will be a joint effort between local jurisdictions, County agencies, special districts and non-profit organizations. **All agencies and organizations are responsible for preparing Standard Operating Procedures (SOPs) for response to care and shelter operations and for training their personnel on the content of this plan.**

#### **3.1 Responsibilities of Agencies and Organizations Leading Mass Care**

##### **3.1.1 Orange County Operational Area**

- Maintain a Memorandum of Understanding with the ARC to solidify the mutual working partnership between the local government and the ARC.
- Develop and maintain the Care and Shelter Annex to the Operational Area Emergency Operations Plan.
- Work with the Shelter Committee of the Orange County Emergency Management Organization and other relevant parties to review and revise the Care and Shelter Annex on a regular basis.
- Provide periodic pre-incident Care and Shelter Branch training to Operational Area EOC Responders.
- Activate and manage the Orange County Operational Area Emergency Operations Center when conditions meet appropriate criteria as defined in the OA EOP.

##### **3.1.2 Orange County Social Services Agency**

The SSA has been designated by the Board of Supervisors as the lead agency for Care and Shelter response at the County level. Through mutual aid, and in accordance with the Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS), the SSA can support local government with additional staff and supplies to operate disaster shelters when local resources can no longer meet needs.

The SSA is divided into four divisions, Administration, Adult Services and Assistance Program (ASAP), Family Self-Sufficiency (FSS), and Children and Family Services (CFS), which will continue to provide services to current clientele and increase operations as needed post disaster. Normal operations will be resumed as quickly as possible after any incident and in accordance with related state and federal mandates.

Included among the various administrative services in the Social Services Agency (SSA), the SSA Emergency Management (EM) Team is responsible for oversight of all emergency management functions of the Agency. As part of the Operational Area, the SSA follows the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) protocols as dictated by law.

The SSA EM Team will provide the following functions related to sheltering:

- Serve as the Care and Shelter Branch Director and Assistant Branch Director at the County EOC (alternate SSA staff are available to fill this roll if an EM Team member is not).
- Work with the American Red Cross (ARC) to provide Shelter Worker training to County staff to ensure adequate numbers of staff are trained and ready to respond to any shelter needs in OC.
- Maintain a County Shelter Worker call-out list and the ability to deploy those shelter workers through the AlertOC system.
- Maintain a list of trained SSA social workers who can fill the Disabilities and Access and Functional Needs (DAFN) Group Supervisor position at the County EOC during an activation, including the ability to deploy said staff.
- Coordinate FAST training by maintaining a call-out list and the ability to deploy FAST members to shelters when requested to do so.
- Coordinate the deployment of Children Disaster Services and Save the Children trained volunteers.

### **3.1.3 American Red Cross**

The ARC Provides Care and Shelter Services:

- The ARC, as mandated by Federal Law 36-United States Code-3 and reaffirmed in Public Law 93-288 (Federal Disaster Relief Act of 1974), assists with disaster relief in peacetime.
- The ARC acts cooperatively with State and local governments and other private relief organizations to provide emergency mass care to persons affected by disasters in peacetime.
- By congressional mandate and in accordance with its corporate policy, the ARC has a long-standing disaster relief mission. ARC Care and Shelter services include:
  - Emergency shelter
  - Fixed and mobile feeding
  - Disaster Health Services
  - Disaster Mental Health Services
  - Disaster Welfare Inquiry Support
  - Direct financial assistance for basic needs
  - Client Casework Services to support long-term recovery planning
  - Family Reunification

The ARC provides no-cost Shelter Training to members of the local governments, CERT Teams, school districts, higher education institutions, churches, and other community partners.

- The ARC offers instructor-led Shelter Fundamentals, Shelter Fundamentals Exercise, and Shelter Management courses. The Shelter Fundamentals and Shelter Management courses are also available as web-based courses.

The ARC engages in cooperative Care and Shelter Planning with the Orange County Emergency Management Organization (OCEMO) Shelter Sub-Committee.

- The OCEMO Shelter Subcommittee, which represents all agencies in the Operational Area (OA), will meet with representatives of the local governments to engage in Care and Shelter planning and preparedness activities.

### **3.1.4 Orange County Health Care Agency**

During a disaster, HCA will support the Care and Shelter response by providing behavioral and mental health services, medical support, as well as communicable disease surveillance and environmental health-related activities. HCA will oversee the coordination of the health and medical response to a disaster, provide information for the health care community and the public on health-related matters, and serve as the medical authority for health and medical related activities.

HCA will provide the following disaster response functions:

#### ***HCA Communications***

HCA Communications will provide the following disaster response functions related to sheltering:

- In coordination with the Operational Area, receive and disseminate disaster health-related information to the public.
- Position HCA as the objective and authoritative source of local health information through the HCA Public Information Officer.

#### ***HCA Financial and Administrative Services***

HCA Financial and Administrative Service (FAS) will provide the following disaster response functions related to sheltering:

- Provide fiscal support for resource tracking, infrastructure and staffing.

#### ***HCA Behavioral Health Services***

The function of HCA Behavioral Health Services (BCS) is to provide timely and effective behavioral health interventions to community members, partners, and first response personnel psychologically impacted by an emergency. HCA BHS supports the EOC and Health Emergency

Operations Center (HEOC) operations and offers staffing capable of providing psychological first aid, referral and linkage to a variety of community resources.

HCA BHS will provide the following disaster response functions related to sheltering:

- Assemble and deploy HCA BHS staff to shelter sites to provide behavioral health support.
- Identify and mitigate issues regarding behavioral health needs, provision of behavioral health support and services, including psychological first aid, hotline assistance, defusing, debriefings, and assessment for ongoing care, referral and linkage, for community members, partners, and first response personnel.

### *HCA Regulatory/Medical Services*

The function of HCA Regulatory/Medical Services is to coordinate emergency response functions related to all-hazards planning of health-related emergencies and manage the county-wide Emergency Medical system for medical emergencies.

HCA Regulatory/Medical Services will provide the following disaster response functions related to sheltering:

- Coordinate the immediate emergency medical response in a disaster, including emergency medical dispatch, emergency and non-emergency ambulance services.
- Coordinate evacuation and medical assistance to ill and injured patients.
- Facilitate the movement of casualties to designated definitive care sites.
- Provide medical supplies as available to support shelter activities and coordinates the procurement, allocation and distribution of medical personnel, supplies, equipment and other resources, as necessary.
- Coordinate resource requests and situational status reports from the Operational Area to the region and state through the Medical and Health Operational Area Coordinator (MHOAC).
- Assess environmental conditions in shelters and congregate locations to promote health and safety.
- Identify and mitigate issues regarding food safety in retail and wholesale food facilities, safe drinking water, hazardous material, hazardous waste, and medical waste.
- Identify and mitigate issues regarding sewage spills, health hazards associated with waste debris.
- Identify and mitigate environmental health issues regarding residential rental units, motels/hotels, and detention facilities.

### *HCA Public Health Services*

HCA Public Health Services (PHS) includes various divisions, including Disease Control & Epidemiology, Public Health Laboratory, Public Health Nursing, Family Health, Health Promotion, and California Children Services.

PHS will provide the following disaster response functions related to sheltering:

- Disseminate disaster health-related information to the medical health providers and community.
- Act to prevent the spread of communicable diseases within shelters and the community.
- Provide public health nursing assessments to identify health and functional needs of higher risk shelter residents and assist with referrals to needed health services. May provide case management to support linkages.
- Provide staff to support shelter operations as appropriate, authorized and to the extent resources allow.

## **3.2 Roles of Agencies and Organizations Supporting Mass Care**

### **3.2.1 City Jurisdictions and Unincorporated Areas**

Orange County cities retain primary responsibilities for sheltering residents within incorporated areas. Cities may choose to partner with the American Red Cross or develop an independent strategy for local sheltering.

The County of Orange is responsible for sheltering unincorporated area community members in Orange County. The Operational Area will utilize mutual aid protocols when establishing shelters supporting displaced community members. Shelters may or may not be located within the boundaries of the affected unincorporated area and the Operational Area will coordinate with city jurisdictions, as needed.

### **3.2.2 County Agencies**

#### *Orange County Community Resources*

##### *Orange County Animal Care Services*

OC Animal Care serves as the lead organization for animal care responsibilities and will be represented by the OC Animal Care Director or designee and the Animal Care Group Supervisor in the Operational Area EOC.

The Director of OC Animal Care is responsible for: 1) directing emergency animal control operations within the unincorporated areas of the County and Contract Cities, and 2) coordinating emergency operations if one or more jurisdictions are involved.

During emergencies, OC Animal Care:

- Staffs the Animal Care Group Supervisor position at the EOC
- Provides for the humane treatment of animals during an emergency response and recovery
- Removes and/or disposes of injured and dead animals
- Protects public safety, as related to animal concerns
- Controls infectious diseases (i.e., rabies)
- Provides support to fire and law enforcement agencies responding to the crisis
- Offers emergency animal housing at its shelters and, depending on the circumstances, sets up temporary emergency animal shelters to assist persons who have taken their pets from evacuated areas
- Offers support to service animals in general population shelters
- Responds to and assists with animal control, rescue, and/or sheltering related issues

Orange County Community Services (OCCS) under the direction of Orange County Community Resources (OCCR), serves as the lead organization for homeless care responsibilities in the OA EOC and will staff the Homeless Liaison Coordinator during activations of this position in the OA EOC.

During emergencies, OCCS:

- Provides information to County and Operational Area EOC sections on homeless related issues and available resources.
- Facilitates communication between the County and Operational Area EOC and area organizations serving homeless populations.
- Ensures homeless populations are properly considered in all aspects of the incident response and recovery activities.
- Coordinates with the Law Enforcement and Traffic Control Branch , Public Works and Utilities Branch, Logistics Section, Communications/Alert and Warning Unit, Public Information Officer and Public Information Officer Support Staff to ensure methods of emergency communications are including homeless populations impacted by the event.
- Coordinates with Operations Section, Branches to identify homeless related issues and available resources.
- Works with Planning and Intelligence Section to provide information for inclusion in EOC Action Plan.
- Maintains communication with organizations serving homeless populations and continue to monitor their activities and needs.

- Provides information to Public Information Officer, PIO Support Staff, 211OC and Public Information Hotline and Rumor Control Supervisor on effectively communicating with homeless populations.
- Forwards any public notification and press releases to the organizations who serves the homeless populations.

### *Orange County Sheriff's Department (OCSD)*

The OCSD Law Enforcement Mutual Aid Coordinator will assist with the procurement of sufficient law enforcement resources to ensure security and law enforcement is maintained in evacuation, shelter and feeding operations in the Operational Area. OCSD may coordinate communication services and equipment to shelter facility operators, such as hand-held radios and emergency telephones.

#### *OCSD Communications Division*

OCSD Communications Division coordinates with Radio Amateur Civil Emergency Services (RACES) to ensure access to emergency radio frequency operators and to enhance communications between shelter locations and coordinate with city RACES (Radio Amateur Civil Emergency Service) groups.

#### *OCSD Emergency Management Division*

The OCSD Emergency Management Division (EMD) will activate and manage the Orange County Operational Area Emergency Operations Center when conditions meet appropriate criteria. The EMD ensures coordination and communication between all OA jurisdictions and the State of California. The EMD will support EOC operations with appropriate levels of staffing during activations of the EOC. The EMD will ensure all means of communications are used to keep Orange County jurisdictions and members of the community well informed of emergency conditions including detailed shelter information.

### **3.2.3 Supporting Special Districts**

#### *Orange County Department of Education (OCDE)*

OCDE will assist in obtaining access to schools for use as shelter facilities. It is the responsibility of OCDE to fill the OA EOC Schools Group Supervisor and Assistant Schools Group Supervisor positions to coordinate evacuation and care of school children and the re-establishment of educational services. Additional responsibilities include:

- Ensures public and private schools are notified of emergency conditions and protective action recommendations
- Ensures the school district(s) which may have potential shelters are notified of the possibility of needing to open them
- Coordinates with the HCA and PIO team in the OA EOC for public messaging related to children

- Coordinates with the ARC Liaison in the OA EOC to ensure the needs of children are being met in shelters
- Ensures accessible transportation is coordinated for school evacuations

#### ***Orange County Fire Authority (OCFA)***

Acting as the County Fire Services provider, OCFA will provide Fire Prevention personnel when requested to enhance fire safety of buildings and facilities. OCFA will also assist in the determination, control and abatement of health and safety hazards at shelters, and provide emergency medical and paramedic services through the 911 system. If the shelter is serviced by another fire agency (city or county), emergency medical and paramedic services will be provided by that agency.

#### ***Orange County Transportation Authority (OCTA)***

OCTA is the main County coordinator for transportation by providing accessible buses, vans and other vehicles for mass movement of persons from hazard or evacuation areas to the emergency shelters, from shelters to services provided off site, and relocation from temporary sites to shelters. Transportation resources from schools, private fleets, and/or hidden fleets may be used to augment the movement of displaced individuals during disasters.

### **3.2.4 State of California**

#### ***California Governor's Office of Emergency Services (Cal OES)***

Cal OES 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.

The Cal OES Southern Region Emergency Operations Center (REOC) acts as a coordination point in the event of a major emergency or disaster in Southern Region counties. The REOC collects, interprets, and distributes information related to the disaster. It is the liaison point for requests, coordination and prioritization of all resource requests from the Operational Area to the State.

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

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

- Serve as the State-level coordination point for Functional Assessment Service Team deployment and operations

- Provide departmental personnel and other resources to function in Local Assistance Centers (LAC), upon request of the Director of the State Office of Emergency Services
- Coordinate the capabilities of County Social Services Departments (or similar agencies) to respond to the disaster (for mutual aid)
- Recommend inter-regional transfer of evacuees or resources to equalize distribution of the evacuee case loads

The Disaster Services Bureau of the California Department of Social Services supports local emergency agencies in order to provide temporary shelter for those who cannot safely remain in their homes due to a disaster or emergency. Shelters are generally opened and operated by the American Red Cross, assisted by local or county employees. Meals are provided at the shelters and also are provided for disaster victims who have been able to remain in their homes, but are unable to prepare meals. The mass care and shelter disaster response function is delegated to the Disaster Services Bureau of the California Department of Social Services through an Administrative Order by Cal OES.

The Disaster Services Bureau also assists in networking with/between counties. Additionally, the Bureau tracks resources needed for care and sheltering with other state agencies and coordinates with the American Red Cross to assist in training for shelter operations. Bureau staff may deploy to one or all of the three Regional Emergency Operations Centers throughout the state at the request of Cal OES. Staff is augmented with trained members of the Volunteer Emergency Services Team (VEST).

VEST is comprised of approximately 100 employees from various state departments who have volunteered for membership. Recruited, trained and deployed by the California Department of Social Services, VEST members may be used in a variety of capacities including assisting at one of the Regional Emergency Operations Centers to help coordinate mass care and shelter functions.

Once activated by Cal OES, Disaster Services Bureau staff assist in the mass care and shelter function by: 1) Tracking shelter status; 2) Tracking feeding services; 3) Coordinating state resources; and 4) Supporting the American Red Cross in sheltering operations.

The state counterpart to the federal Emergency Support Function #6 is Emergency Function (EF) #6, Care and Shelter: “Coordinates actions to assist responsible jurisdictions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and victim recovery.” The EF#6 function will usually be coordinated at the Cal OES State Operations Center in Sacramento.

### **3.2.5 Supporting Federal Agencies**

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

The Federal Emergency Management Agency (FEMA) activates 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.

### **3.2.6 Non-Governmental Organizations**

#### ***Collaborating Organizations Active in Disasters (COAD)***

COAD-OC is a system in Orange County for coordinating private sector, nonprofit and community based organizations and government agencies serving community needs during and following a disaster. The COAD-OC covers the entire geographical area of the county and plays a key role in both response and recovery efforts during disasters having a high impact on the community. COAD-OC is a coalition of organizations that encourages, supports and facilitates the delivery of disaster services by its partner organizations. While COAD-OC does not deliver direct response and recovery services itself, its partner organizations do. These community agencies assist with planning and coordination of human services within their expertise, including counseling, sheltering, food service, etc.

Coordination of information and resources regarding shelters, food, and personnel to support mass care services will be communicated through the COAD-OC Liaison as described in the COAD-OC Emergency Management Plan and the Unified County of Orange and Orange County Operational Area Emergency Operations Plan. Requests for resources or information sharing will be sent to COAD partners by this liaison using multiple communication mechanisms including e-mail, conference calls, radio communications, web-based applications, and in-person meetings. COAD-OC has developed protocols for collecting and disseminating information with the Operational Area EOC.

#### ***Faith-Based and Community-Based Organizations***

Faith-based and community-based organizations may assist with providing and operating mass care facilities. They may assist with providing food, equipment and supplies to support mass care facilities, providing an orderly transition from mass care to separate family living, providing the basic necessities of life to persons unable to provide for themselves as a result of a disaster. In addition they may assist in obtaining temporary housing and other aid for displaced people. During disasters, these resources can be accessed through the Collaborating Organizations Active in Disasters (COAD) position in the Logistics Section of the Operational Area Emergency Operations Center.

#### ***Private Schools***

Private schools may provide resources such as facilities, food, equipment, and supplies to support mass care facilities. Private schools will coordinate with OA Schools Group Supervisor in the OA EOC for evacuation, care and reunification of children with families and re-establishment of educational services.

## **Chapter 4     Direction, Control and Coordination**

### **4.1     Notification and Process to Initiate Shelter Operations**

#### **Notification**

When a local incident occurs generating a shelter need, initial notification of the local jurisdiction will most often come from the jurisdiction's dispatch center or from emergency responders in the field. Upon receiving this notification, the affected jurisdiction will begin to gather information and may activate its EOC and local Care and Shelter Plan. If additional support is needed, responsibility for notifying the Red Cross and requesting assistance rests with the local jurisdiction.

Notification of the local jurisdiction can also be initiated by the Orange County Operational Area. This would most likely occur during an incident with a widespread impact where a command structure may not yet be in place.

Notification of the need for care and shelter resources may also be made to the Orange County Operational Area by a neighboring county, the Cal OES REOC, or Marine Corps Base Camp Pendleton. For more information on regional sheltering, see 4.3 Operational Area and Mutual Aid Operations.

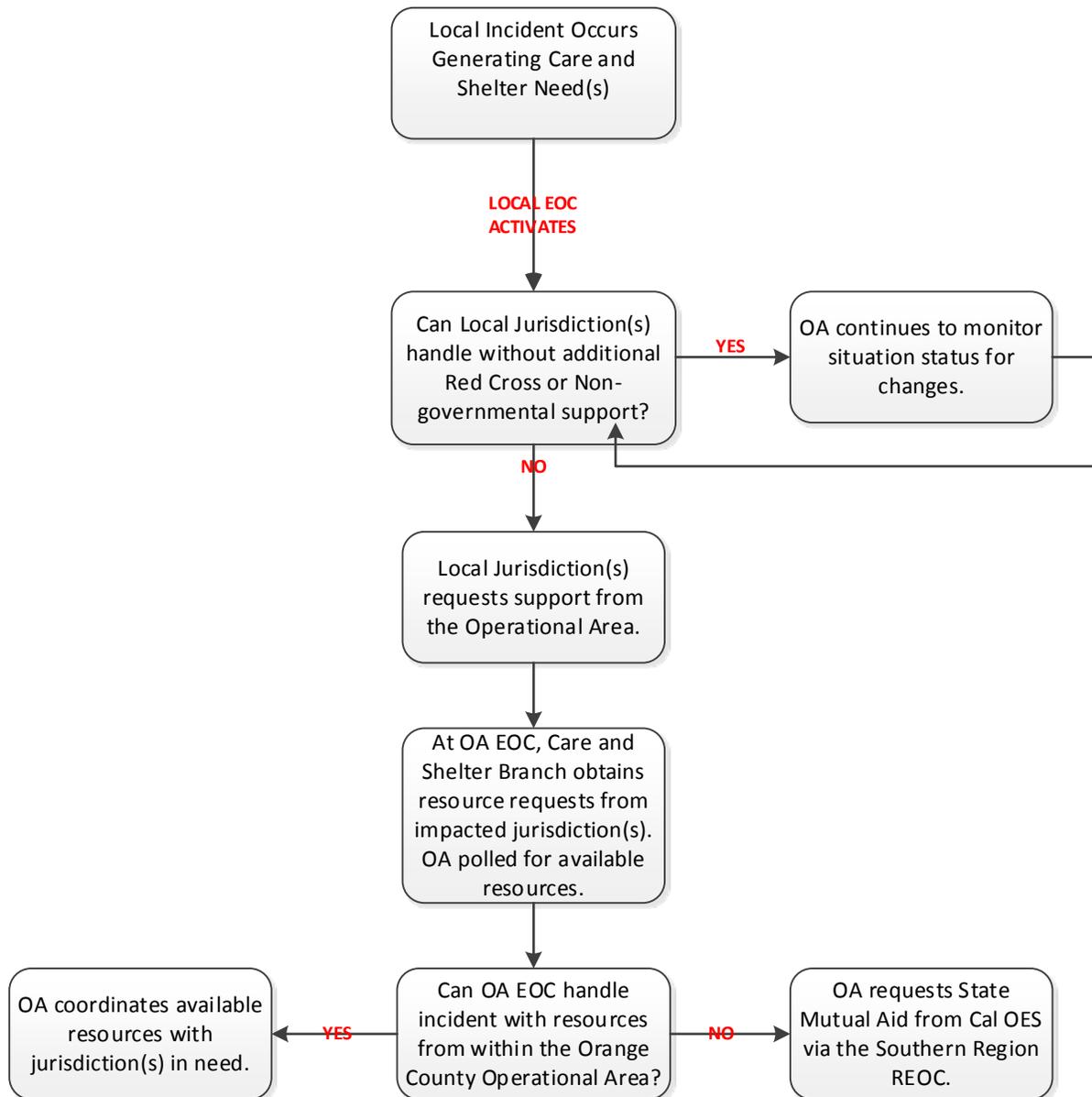
#### **Initiating Shelter Operations**

Following an emergency or incident, local jurisdictions will identify the need for care and shelter based on incident specifics and respond in accordance with the Standardized Emergency Management System (SEMS). Once it has been determined that a shelter should be opened, the following should occur:

- The local jurisdiction activates its EOC and Care and Shelter Plan.
- The local jurisdiction will make the determination to open a reception site for short term care and shelter needs or open an overnight shelter for longer term care and shelter needs.
- The local jurisdiction notifies the ARC, if assistance is needed. If the ARC is available to open a shelter, local jurisdictions provide a liaison to work with the ARC to assist in selecting and opening the shelters. If the ARC is not available to open a shelter, local jurisdictions deploy pre-designated shelter management and support personnel to initiate the shelter opening.
- If a public school is being considered as a shelter, the Superintendent of the School District shall be notified by the local jurisdiction or ARC. Approval for use of a public school as a shelter resides with the District Office.
- The location for the Reception Center or Shelter site is based on the scope and size of the incident.
- Once a site has been selected and resources are in place, the local Public Information Officer (PIO) notifies the public of shelter locations and status.

**Operational Area EOC Response**

When a local jurisdiction exhausts its resources, it will contact the OA EOC with a request for support. Upon receipt of a request for resources, the OA EOC may activate and begin to mobilize staffing for the Care and Shelter Branch of the Operations Section. Staffing for the Care and Shelter Branch will include representation from SSA, ARC, OC Animal Care, OC Community Resources, and OCDE. The activated Care and Shelter Branch positions (as described below in Section 4.2 EOC Coordination) will be responsible for coordinating the response both within the Operational Area and at the Regional and State level, if necessary.



## 4.2 EOC Coordination

The Operational Area EOC Care and Shelter Branch is responsible for coordinating services provided to the community, affected individuals, and clientele served by County Agencies and Departments during and after an emergency. This includes ensuring the well-being of clients currently served by the County in behavioral health, welfare, child, elder and guardianship protective areas, as well as ensuring Operational Area members have support for the provision of accessible services for individuals who have been affected by the emergency or disaster. The Care and Shelter Branch works as a coordinated multi-agency team to ensure the provision of the multitude of social, psychological and human services required to respond to persons in crisis and begin the recovery process. The Disabilities and Access and Functional Needs Group Supervisor in the Care and Shelter Branch will ensure the needs of people with disabilities access or functional needs are being met including the provision of accessible transportation, interpretative services, accessible shelters, and communication needs in a shelter environment.

All position assignments are reflected in the Unified County of Orange and Orange County Operational Area Emergency Operations Plan.

### Care and Shelter Branch Director

#### Position Description

The Care and Shelter Branch Director and Assistant Care and Shelter Branch Director positions are filled by the County Social Services Agency (SSA), report to the Operations Section Chief, and manage the activities of the Care and Shelter Branch. They are responsible for coordinating Care and Shelter activities in the OA. The Care and Shelter Branch Director will use the Care and Shelter Coordination Checklist in conjunction with the Unified County and Operational Area Emergency Operations Plan Checklist (**Attachment F**).

The SSA has ongoing responsibilities for programs such as child and adult protection and other welfare and human services programs that require the safety and well-being of their clientele be continued following an emergency. Details can be found in the SSA's Emergency Operations Plan (EOP) which guides program response and support of clients after a disaster.

#### Responsibilities

- Coordinates resources and personnel to assist with the mobilization and deployment for care and shelter operations as necessary.
- Coordinates with American Red Cross, Orange County Chapter and others as needed, in support of shelter operations.
- Coordinates with Schools Group and American Red Cross Liaison to ensure shelter sites meet ADA (American with Disabilities Act) requirements.

- Coordinates with the Disabilities and Access and Functional Needs Group on any related issues, resources and public information needs for both impacted and non-impacted populations.
- Coordinates with the Public Information Manager, Public Information Officer with shelter status and operations.
- Coordinates with Orange County Animal Care Group for the care of animals and determination of appropriate animal care sites.
- Coordinates directly with Unit Leaders and Group Supervisors in the EOC and ICP, Operational Area jurisdictions and Social Services Agency Department Operations Center, if activated, on shelter needs and support.

### **Schools Group Supervisor**

#### **Position Description**

The Schools Group Supervisor and Assistant Schools Group Supervisor positions are assigned by the Orange County Department of Education (OCDE) and report to the Care and Shelter Branch Director. The Schools Group Supervisor and Assistant Schools Group Supervisor will be responsible for coordinating emergency activities and the restoration of educational services among public and private schools.

#### **Responsibilities**

- Coordinates with school management to determine status of facilities, operations, resource and personnel needs.
- Coordinates with Logistics Section, Transportation Unit for status of available school buses, including para-transit vehicles that could be utilized for transportation of impacted population.
- Coordinates with the American Red Cross and the Disabilities and Access and Functional Needs (DAFN) Group in identifying appropriate school sites for care and shelter operations.
- Coordinates with the Public Information Officer on school(s) status.
- Coordinates directly with appropriate Sections, Branches, Units and Group Supervisors in the EOC, ICP and representatives at the Department Operations Center, if activated.
- Keeps the emergency organization apprised of issues relating to schools and children.
- Coordinates with private schools and child care facilities on reunification, lockdown, evacuation plans and unaccompanied minor situation status.

### **American Red Cross Liaison**

#### **Position Description**

Personnel for this position are provided by the Orange County Chapter of the ARC. The ARC Liaison reports to the Care and Shelter Branch Director and ensures coordination occurs between agencies and also serves as Liaison to other community service organizations represented in the Collaborative Organizations Active in Disasters (COAD).

#### **Responsibilities**

- Supports the County and Operational Area in meeting the resource needs of the County and OA jurisdictions that relate to:
  - Shelters
  - Behavioral health
  - Public welfare
  - Schools
  - Social services
  - Child, elder and guardianship protective issues
  - Emergency food and water distribution for the public and emergency responders

### **Disabilities and Access and Functional Needs Group Supervisor**

#### **Position Description**

The Disabilities and Access and Functional Needs Group Supervisor is staffed by a Social Worker from the Orange County Social Services Agency and reports to the Care and Shelter Branch Director. This position has responsibility for providing guidance and information on access and functional needs issues to OA EOC personnel. This position also facilitates communication between the OA EOC and organizations within the Operational Area serving people with disabilities and those with access and/or functional needs.

#### **Responsibilities**

- Provides information to County and OA EOC Sections, Branches, Units and Groups on people with disabilities and those with access and/or functional needs-related issues, including available resources.
- Facilitates and maintains communication between the County and OA EOC and area organizations serving people with disabilities and those with access and/or functional needs, to monitor their response activities and needs.
- Ensures people with disabilities and those with access and/or functional needs are properly considered in all aspects of the incident response and recovery.
- Coordinates with the Communications, Alert and Warning Unit Leader to ensure all methods of emergency communications with the public are as accessible as possible, including AlertOC and the Emergency Alert System (EAS).
- Coordinates with Operations Section and Branches to identify access and functional needs-related issues and available resources.

- Works with Planning and Intelligence Section to provide information for inclusion in the EOC Action Plan.
- Provides information to the PIO, PIO Support Staff and Hotline Supervisor on how to effectively communicate with people with disabilities and those with access and/or functional needs.
- Coordinates with the PIO and PIO Support Staff to ensure organizations serving people with disabilities and those with access and/or functional needs are receiving all County and OA public notifications including, EOC press releases.
- Coordinates with Medical and Health Care Branch to consult available population and facility databases to determine the extent to which critical care facilities are affected.
- Coordinates with Law Enforcement and Traffic Control Branch, Movement Group and Logistics Section, Transportation Unit to address any needs related to transportation accessibility and availability.
- Coordinates with American Red Cross Liaison and Care and Shelter Branch Director to address any accessibility issues in official and unofficial shelter locations.
- Coordinates with other shelter agencies on access and functional needs issues in shelters including the American Red Cross, Health Care Agency Behavioral Health, and Animal Care Services.
- Assists Logistics Section, as needed, with technical expertise on certain resources such as durable medical equipment (DME) and consumable medical supplies (CMS).
- Coordinates with:
  - Advance Planning Unit (for access and functional needs resource forecasting)
  - Public Works Branch and Utilities (to obtain manifest list of those who need electricity to use critical devices for use during power outages)
  - Planning and Intelligence Section, Situational Analysis Support Staff (to facilitate specific information related to people with disabilities and those with access and/or functional needs is collected)

### **Homeless Liaison Coordinator**

#### **Position Description**

The Homeless Liaison Coordinator is staffed by Orange County Community Resources and reports to the Disabilities Access and Functional Needs Group Supervisor. This position has responsibility for providing information to County and Operational Area EOC sections on homeless related issues and available resources. This position also facilitates communication between the County and OA EOC and area organizations serving homeless populations.

#### **Responsibilities**

- Ensures homeless populations are properly considered in all aspects of the incident response and recovery activities.
- Coordinates with the Law Enforcement and Traffic Control Branch , Public Works and Utilities Branch, Logistics Section, Communications/Alert and Warning Unit, Public

Information Officer and Public Information Officer Support Staff to ensure methods of emergency communications are including homeless populations impacted by the event.

- Coordinates with Operations Section, Branches to identify homeless related issues and available resources.
- Works with Planning and Intelligence Section to provide information for inclusion in EOC Action Plan.
- Maintains communication with organizations serving homeless populations and continue to monitor their activities and needs.
- Provides information to Public Information Officer, PIO Support Staff, 211OC and Public Information Hotline and Rumor Control Supervisor on effectively communicating with homeless populations.
- Forwards any public notification and press releases to the organizations who serves the homeless populations.
- Coordinates with Law Enforcement and Traffic Control, Movement Group and Logistics Section, Transportation Unit to address any needs related to transportation accessibility and availability.
- Coordinates with American Red Cross Liaison and Care and Shelter Branch to address any accessibility issues in official shelter locations.
- Coordinates with other shelter agencies on homeless issues in shelters including the American Red Cross, Health Care Agency Behavioral Health, and Animal Care Services.
- Coordinate with non-profit/faith based organizations providing care and services. Create list of available resources or locations offered by such organizations and provide to the Logistics Section.
- Coordinates with:
  - Law Enforcement and Traffic Control Branch (for evacuation and alert and warning notifications)
  - Public Works Branch and Utilities Branch (obtain list or location of where personal artifacts were relocated from riverbed channels during storm events)
  - Planning and Intelligence Section, Situational Analysis Support Staff (to ensure specific information related to homeless populations is collected)
  - Planning and Intelligence Section, Advance Planning Unit (for homeless needs resource forecasting)

### **Animal Care Group Supervisor**

#### **Position Description**

The Animal Care Group Supervisor is staffed by Orange County Community Resources, Animal Care Services and reports to the Care and Shelter Branch Director. This position has responsibility

for coordinating the care of household pets and other animals. This position also facilitates communication between the OA EOC and resources managing emergency animal sheltering in the field.

#### **Responsibilities**

- Monitors and supports field tactical operations related to animal evacuations.
- Coordinates and supports operations relating to:
  - Establishing animal shelters
  - Animal transportation
  - Coordinates with volunteer groups for large animal relocation
  - Search and rescue
  - Reunification with owners
  - Euthanizing
- Coordinates with the Public Information Officer and Public Information Officer Support Staff on animal related issues, status and operations.
- Coordinates directly with appropriate Sections, Branches, Units and Group Supervisors in the EOC, ICP and with representatives at the Department Operations Center, if activated.

#### **Behavioral Health Group Supervisor**

##### **Position Description**

The Behavioral Health Group Supervisor is assigned by the Director of the County Health Care Agency (HCA) and reports to the Medical and Health Branch Director. HCA has ongoing responsibility for child and adult protection through behavioral health intervention, which requires that the safety and well-being of their clientele be ensured following a major emergency. HCA will conduct these operations at the HEOC, but may use the OA EOC for coordination and support. In addition, the Behavioral Health Group Supervisor is responsible for ensuring the provision of psychological first aid, critical incident stress debriefing and crisis intervention services to County and other emergency workers as well as the general public during and after an emergency.

##### **Responsibilities**

- Coordinates behavioral health resources and personnel in support of shelter operations.
- Monitors behavioral health teams in the impacted disaster areas, if deployed.
- Monitors and provides appropriate physiological support to the County and OA EOC staff.
- Coordinates with the hotline supervisor and provides a representative to work the hotline as needed.

- Coordinates directly with appropriate Sections, Branches, Units and Group Supervisors in the EOC, ICP and with representatives at the HCA DOC, if activated.
- Coordinates health, medical, environmental and behavioral health resource requests with the Medical and Health Operational Area Coordinator (MHOAC) for medical mutual aid requests through Cal OES Regional Operations Center (REOC) and Regional Disaster Medical and Specialist (RDMHS) and provides information as needed to the MHOAC for status reports.

### **Other Care and Shelter Positions**

Care and Shelter operations may include coordination with non-profit agencies through COAD, OCCR, OC Parks and OC Public Works for sheltering operations.

### **4.3 Operational Area and Regional Mutual Aid Operations**

Mutual Aid operations include sheltering internal evacuees within Orange County from another jurisdiction and receiving of external evacuees from outside Orange County.

### **Operational Area Operations**

The OA Care and Shelter Branch Director will have, in coordination and cooperation with ARC, OCDE, OCCR and OC Animal Care, the overall responsibility for coordinating Care and Shelter operations within the OA. When an emergency cannot be handled by a local jurisdiction within the OA, the Care and Shelter Branch Director is responsible for coordinating assistance from additional OA members to manage the situation.

### **Regional Operations/Mutual Aid Region**

If OA shelter resources (both public and private) are inadequate to cope with the emergency, the Operational Area Care and Shelter Branch Director will request support through the State REOC. Should a present or anticipated emergency be so great as to require the resources of one or more Operational Areas, the State Regional Care and Shelter Branch Director is responsible for organizing and coordinating the dispatch of resources from within the Region. If the requirements cannot be met through resources available within the Region, the REOC will submit requests for support to the State Operations Center (SOC) which will forward such requests to the appropriate State Agencies.

### ***Requesting Mutual Aid for Orange County***

Coordination of mutual aid support will be accomplished through established channels following SEMS protocols from Cities to the Operational Area, to the REOC, to the SOC. Requests should include, as applicable:

- Number of personnel needed
- Type and amount of equipment

- Reporting time and location
- Authority to whom they are to report
- Access routes
- Estimated duration of operations

***Requesting Mutual Aid from Orange County (Receiving External Evacuees)***

Mutual Aid requests may be received by a jurisdiction or agency outside the geographical boundary of Orange County. Requests may come from neighboring counties, State REOC, or Marine Corps Base Camp Pendleton. Requests coming to Orange County should include, as applicable, the same information as listed above.

If notified of the potential of receiving evacuees, the OA EOC may activate to a level needed to coordinate and share information with the Care and Shelter Branch and the OA. For more information on mutual aid operations and OA EOC activation levels, see the Unified County of Orange and Orange County Operational Area Emergency Operations Plan.

## **Chapter 5 Annex Development and Maintenance**

### **5.1 Overview**

This Mass Care and Shelter Annex is a working document that will evolve in response to ever-changing threats. Ongoing exercises, training, evaluation, management and maintenance of this Annex will ensure new hazards and changes in community demographics can be addressed. A well-developed training and exercise program is vital to ensuring overall readiness and preparedness. Training ensures personnel are prepared for their roles and responsibilities. Exercises test the capabilities, resources, and working relationships of responding agencies.

### **5.2 Plan Maintenance**

The Mass Care and Shelter Annex will be reviewed and revised every two years or as necessary following an actual incident or exercise to ensure plan contents are valid and current. The Orange County Sheriff's Department Emergency Management Division in collaboration with the SSA will lead responsible departments and agencies in reviewing and updating their portions of the Annex as required based on identified deficiencies experienced in exercises or actual incidents.

### **5.3 Training and Exercises**

At the County level, the main provider of shelter training is the American Red Cross in coordination with the Orange County Social Services Agency. Appropriate County and City staff should receive awareness training on the policies and procedures in their respective care and shelter plans. Training should include both classroom training, as well as the hands-on experience provided by exercises. Of particular importance will be training to ensure all field-level and EOC first responders are versed in integrating people with disabilities and those with access and/or functional needs into emergency plans in an inclusive manner.

The Emergency Management Division offers Care and Shelter Branch specific training at the OA EOC. The training is designed for individuals who may staff a position within the Care and Shelter Branch during an exercise or activation of the Emergency Operations Center. Training includes an overview of the positions within the Care and Shelter Branch and their responsibilities. The training also includes hands-on practice for position specific roles and responsibilities.

Exercises can be accomplished in several ways. Tabletop exercises provide a convenient and low-cost method of introducing staff to problem situations for discussion and problem solving. Such exercises serve as a tool to identify if adequate policies and procedures exist. Periodic tabletop exercises specific to short- and long-term recovery operations within the OA are recommended.

To the extent feasible and applicable, care and shelter operations should also be included in functional and full-scale exercises that simulate actual emergencies. This can be accomplished by including emergency notification procedures, transportation coordination elements and post-

evacuation tasks such as access control and re-entry. In no circumstance should “actors” replace people with disabilities during field-level drills and exercises. The participation of people with disabilities and the organizations that serve them both heightens the realism of the exercise and strengthens partnerships.

## **Chapter 6 Authorities and References**

### **6.1 Authorities**

#### **6.1.1 Federal**

- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (Public Law 93-288, as amended).
- Pets Evacuation and Transportation Standards Act of 2006.
- Americans with Disabilities Act of 1990, as amended.
- Rehabilitation Act of 1973, as amended.
- Architectural Barriers Act of 1968, as amended.
- Post-Katrina Emergency Management Reform Act, 2006.

#### **6.1.2 State**

- California Emergency Services Act (CESA), 2006.
- California Disaster Assistance Act (CDAA).
- Standardized Emergency Management System (SEMS) Government Code Section 8607.
- California Health and Safety Code, Sections 34070 – 34072.
- California Education Code, Sections 32280-32289.

#### **6.1.3 County**

- Orange County Code, Title 3, Division 1 (Emergency Services).
- County of Orange Ordinance 95-870 (creating the Orange County Operational Area), 1995.
- Orange County OA Agreement, 1995.
- Unified County of Orange And Orange County Operational Area Emergency Operations Plan, 2016.

### **6.2 References**

#### **6.2.1 Federal**

- FEMA Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters, 2010.
- U. S. Department of Justice, An ADA Guide for Local Governments: Making Community Emergency Preparedness and Response Programs Accessible to People with Disabilities, 2006.
- U.S Department of Justice, ADA Best Practices Tool Kit for State and Local Government, 2007.
  - Chapter 7, Emergency Management Under Title II of the ADA.
- American Red Cross Disaster Services Sheltering Handbook, 2012.

#### **6.2.2 State**

- California State Emergency Plan, 2009.
- California Guidance on Planning and Responding to the Needs of People with Access and

Functional Needs, 2009.

### **6.2.3 Local**

- Orange County OA Agreement, 1995.
- Unified County of Orange and Orange County Operational Area Emergency Plan, 2016.
- County of Orange and Orange County Operational Area Joint Information System Annex, 2014.
- Los Angeles Operational Area Mass Care Annex Guidance and Template, 2010.

**Chapter 7 Attachments**

Attachment A - American Red Cross Memorandum of Understanding

Attachment B - Links to ADA Guidance Documents Related to the Integration of People with Disabilities and Those with Access and/or Functional needs into Mass Care and Shelter Planning

Attachment C - Fundamental Principles of the Red Cross

Attachment D - Shelter Forms

Attachment E - Unaccompanied Minors Process Flow Chart

Attachment F – Care and Shelter Coordination Checklist