



## **EF 6 – Care and Shelter**

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Tasked Agencies	
Primary County Agency(s)	Health and Social Services Agency (HSS)
Supporting County Agency(s)	County Office of Emergency Services
Primary City Agency(s)	*HSS
Supporting City Agency(s)	Fire Department
Community Partner(s)	American Red Cross, School Districts
State Agency(s)	California Health and Human Services Agency
Federal Agency(s)	Department of Health and Human Services

\*City does not maintain capabilities to address health and social services.

# 1 Introduction

## 1.1 Purpose

Emergency Function (EF) 6 describes how the County will address the mass care, emergency assistance, temporary housing, and human services needs of people impacted by disasters.

Operational priorities for EF 6 include:

- Provide fully stocked and Americans with Disabilities Act–compliant mass care shelters for all County residents who are evacuated and lack their own resources for emergency housing.
- Provide emergency supplies of food, water, clothing, and first aid for all those who have been displaced by a disaster.
- Address the needs of children, the elderly, people with access and functional or medical needs, and people of different cultures and religions during evacuation, mass care, and sheltering.
- Support response operations by providing food and water for emergency workers.

Preparedness, response, recovery, and mitigation activities that may be conducted to complete these priorities are listed in Appendix B.

## 1.2 Scope

The following activities are within the scope of EF 6:

- Mass care
  - Sheltering for the general population and populations with access and functional needs
- Collecting and providing information on those affected by the disaster to family members
- Family reunification
- Housing:

- Providing short-term housing solutions for those affected by the disaster. This may include rental assistance, repairs, loans, manufactured housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
- Human services:
  - Assist as able in disaster unemployment insurance
  - Disaster legal services
  - Veteran's support
  - Services for access and functional needs populations
  - Other needs for assistance as they arise

The following are not covered in this EF:

- Medical sheltering is addressed in EF 8.
- Animal sheltering is addressed in EF 17:
  - Feeding operations
  - Emergency first aid
  - Bulk distribution of emergency relief items

## 1.3 Policies and Authorities

### 1.3.1 Policies

The following policies are currently in place:

- California Government Code, Title 2, Division 1, Chapter 7 (California Emergency Services Act)
- Title 2, Division 1, Chapter 7.5 (California Natural Disaster Assistance Act)
- California Code of Regulations, Title 19, Division 2 (Standardized Emergency Management System Regulations)
- All appropriate governmental and volunteer agency resources will be used as available.
- All services will be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- Tracking of displaced residents will be accomplished by Red Cross Disaster Welfare Inquiry procedures.

### 1.3.2 Agreements

The following agreements are currently in place:

- The Red Cross supports shelter and mass care activities through informal agreements.

## 2 Situation and Assumptions

### 2.1 Situation

The following considerations should be taken into account when planning for and implementing EF 6 activities:

- Hazards may affect widespread areas, and emergency care personnel in unaffected neighboring communities may be overwhelmed with victims from neighboring communities.
- Evacuees may contribute to the scarcity of resources, as an influx of evacuees can increase the population of a receiving community during a significant disaster or emergency event.
- Mass care needs may range from emergency sheltering operations for a limited number of visitors and citizens to more intermediate and long-term housing.
- In accordance with the Red Cross's organizational documents and charter, ratified by the United States Congress on January 5, 1907, as well as the Disaster Relief Act of 1974, the Red Cross (national organization and local chapters) provides an array of "Mass Care Services" to emergency and disaster victims routinely under its own authority. Furthermore, the Red Cross is tasked as the primary agency responsible for federally supported Mass Care Services per the National Response Framework (Emergency Support Function 6) despite being a nongovernmental organization.
- Disaster conditions are likely to require evacuation and care of domestic animals and livestock. Animals (with the exception of service animals) are not allowed in public shelters.
- The diverse nature of the area will be reflected by shelter populations and will likely include a significant number of persons experiencing access and functional needs (e.g., elderly, persons with language barriers, physical challenges, or other limiting medical or mental health condition) and/or persons who are vulnerable to becoming marginalized or those with specialized needs (e.g., students, inmates, registered sex offenders, the indigent, persons with chemical dependency concerns, etc.).

## 2.2 Assumptions

EF 6 is based on the following planning assumptions:

- Residents are relatively self-sufficient, and many will not utilize shelters when activated.
- Widespread damages may necessitate the relocation of victims and the need for mass care operations.
- Some victims will go to shelters, while others will find shelter with friends and relatives. Some may stay with or near their damaged homes.
- Shelters may have to be opened with little notice. Local government personnel will have to manage and coordinate shelter and mass care activities. They may be supported by Red Cross personnel, if available, and assume responsibility for managing such shelters.
- The demand for shelters may prove to be higher than what is available.
- Volunteer and faith-based organizations may open shelters. Some of these organizations and groups may coordinate their efforts with the local government and Red Cross, while others may operate these facilities independently.
- Public and private services will be continued during mass care operations. However, for an incident that requires a large-scale shelter and mass care operation, normal activities at schools, community centers, places of worship, and other facilities used as shelters may have to be curtailed.

- Emergency operations for most human services organizations (mass care, individual assistance, sheltering, special medical needs, and access and functional needs) will be an extension of normal programs and services.
- Essential public and private services will be continued during mass care operations. However, for a major evacuation that generates a large-scale shelter and mass care operation, normal activities at schools, community centers, churches, and other facilities used as shelters may have to be curtailed.
- Volunteer organizations that normally respond to emergency situations will assist in mass care operations.

### 3 Roles and Responsibilities

*See Appendix B for a checklist of responsibilities by phase of emergency management.*

## 4 Concept of Operations

### 4.1 General

On-Scene Command will request that HSS be notified as they are the primary agency responsible for coordinating care and shelter activities. Command will determine the at-risk area, estimate the number of people involved, and identify any critical needs. HSS and the Red Cross, if involved, will use this information to coordinate shelter activation with potential providers.

If the Red Cross takes on the sheltering responsibility, Emergency Operations Center (EOC) staff will help coordinate shelter support, including logistics, security, communications, transportation, public health, behavioral health, and social services. Care and shelter support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, federal assistance may be requested by the Governor.

On-Scene Command will determine whether evacuees have been exposed to chemical, biological, radiological, nuclear, or explosive agents or other hazardous materials and will manage decontamination operations prior to victims leaving the incident scene if exposure has occurred, or provide transport to a healthcare facility where the evacuee may be decontaminated.

### 4.2 Shelters and Mass Care Facilities

The Red Cross may have agreements in place for use of specific shelters that can be activated by alerting the local chapter. This information will be available to the EOC during a major emergency or disaster. The Red Cross may assist in the registration of evacuees and, as applicable, will coordinate information with appropriate government agencies regarding evacuees who are housed in Red Cross-supported shelters.

Options for temporary shelter during an incident may include the following:

- The County may initially open a reception center and distribute hotel vouchers if necessary, then determine the need for larger sheltering options.
- Pre-determined sheltering sites and supplies available through the Red Cross.
- General purpose tents available through the National Guard.



- If a Presidential declaration has been made, temporary buildings or offices requested through the Federal Coordinating Officer (the President's appointed officer to manage the Federal response operations for the presidentially declared disaster).

Law enforcement agencies will provide security at shelter facilities where possible and will also support back-up communications if needed.

### 4.3 Feeding

Food is provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution. Feeding operations are based on nutritional standards and should include meeting requirements of victims with special dietary needs, if possible. The Red Cross will coordinate all mass feeding and other services needed at open Red Cross shelters.

### 4.4 Bulk Distribution

Emergency relief items to meet urgent needs are distributed via established sites within the affected area. Distribution of food, water, and ice through federal, State, local, and nongovernmental organizations is coordinated at these sites. Agencies and organizations involved in supporting and managing bulk distribution include:

- Red Cross
- Salvation Army
- Private-sector partners
- Faith-based organizations
- Disaster assistance personnel, paid, and volunteer staff

### 4.5 Housing

Housing needs identified during and following emergency incidents or disasters impacting the area will be coordinated through the EOC. Liaisons will be assigned to the command staff to manage and coordinate resources and activities with regional, State, federal, and private-sector entities. In some disaster situations, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities.

### 4.6 Crisis Counseling and Mental Health

Agencies and organizations involved with providing crisis counseling and mental health support to victims and families, the first responder community, and special needs populations include:

- County Mental Health Department
- Area hospitals
- Volunteer organizations

The County Mental Health Department will coordinate mental health services to the general public. Specific concerns within the first responder community can also be addressed through the Police Chaplaincy and California Office of the State Fire Marshal, which coordinate mental health and crisis counseling services for first responders.

*See EF 8 – Health and Medical for additional details.*

## 4.7 Access and Functional Needs Populations

Provision of mass care–related activities will take into account access and functional needs populations. The needs of children and adults who experience disabilities or access and functional needs shall be identified and planned for as directed by policy makers and according to State and federal regulations and guidance.

Agencies and organizations involved in managing, transporting, and communicating with access and functional needs populations during an emergency and pertaining to mass care include the following:

- Area hospitals
- Private clinics and care facilities
- Red Cross and other volunteer agencies
- Local radio stations serving the surrounding areas

### 4.7.1 Sheltering Service and Companion Animals

Groups providing sheltering and mass care will comply with the Americans with Disability Act requirements for service animals, with the facility owners' limitations and health code requirements.

Whenever possible, the County will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to household pets and service animals. In particular, these issues may include:

- **Preparedness.** Program and planning activities that relate to the needs of household pets and service animals. This includes involving members of the community familiar with pet and service animal issues.
- **Shelter.** Identifying resources for food, crates, and staffing needed to supervise household pets.
- **Public Outreach and Education.** Promoting personal preparedness among families with pets and at local pet rescue agencies.

### 4.7.2 Nursing Homes and Residential Care Facilities

Nursing homes and residential care facilities are required to have disaster and emergency plans in place that ensure the transfer of clients to appropriate facilities.

### 4.7.3 Shelter Categories

- **Hospitalization** – Persons who require recurring professional medical care, special medical equipment, and/or continual medical surveillance. Examples include persons who are dependent on ventilators, IVs, or oxygen supplementation; those with chest pain or shortness of breath; and others requiring the intensity of services provided at a hospital or skilled nursing facility.
- **Special Needs Shelter** – Includes persons who require some medical surveillance and/or special assistance. These are individuals whose age, frailty, mobility, or functional or medical disabilities make them particularly vulnerable in disaster situations. They may have medical impairments but have been able to maintain some independence prior to the

disaster or emergency situation. Examples are those with mental illness, severely reduced mobility, or medical impairment that does not preclude activities with some assistance.

- **General Shelter** – Includes persons who are independent prior to the disaster or special emergency or who may have pre-existing health problems that do not impede activities of daily living. Examples are persons with prostheses or hearing or speech impediments, wheelchair users with no medical needs, or those with controlled diseases such as diabetes, muscular dystrophy, or epilepsy.

#### 4.8 Care of Response Personnel and EOC Staff

Arrangements for the feeding and sheltering of EOC staff are the responsibility of the Logistics Section. As space allows, EOC staff will sleep and eat near the EOC. Sleeping areas may also be set up in other facilities.

Response personnel will be released to their homes or stations to sleep. If necessary, space may be arranged in a shelter. This shelter should be different than the one used for disaster victims or evacuees.

Families of response personnel may be sheltered together in the event of an extended incident involving a major shelter operation. This will facilitate keeping families informed and improve the morale of response personnel.

#### 4.9 Coordination with Other EFs

The following EFs support mass care–related activities:

- **EF 8 – Public Health and Medical.** Coordinate health inspections of mass care facilities; coordinate sheltering of populations with medical needs.
- **EF 11 – Food and Agriculture.** Coordinate food and water to support mass care operations.
- **EF 13 – Law Enforcement.** Provide security for mass care facilities.
- **EF 15 – Public Information.** Inform the public about mass care operations.
- **EF 17 – Volunteers and Donations Management.** Coordinate volunteers and donated goods to support mass care operations.

### 5 Annex Development and Maintenance

HHS will be responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

### 6 Appendices

- Appendix A – EF 6 Resources
- Appendix B – Roles and Responsibilities

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## Appendix A EF 6 Resources

The following resources provide additional information regarding EF 6 and mass care–related issues at the local, state, and federal level:

### City

- None at this time

### County

- None at this time

### State

- California Animal Response Emergency System (CARES) Plan, California Department of Food and Agriculture, 2000
- California Emergency Plan: EF 6 – Care and Shelter

### Federal

- National Response Framework: ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services

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## Appendix B Roles and Responsibilities

The following checklist identifies key roles and responsibilities for EF 6 – Care and Shelter. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Care and Shelter function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

### Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and help response and recovery operations. Preparedness roles and responsibilities for EF 6 include the following:

- ☐ Develop plans and procedures for EF 6 activities, as appropriate.
- ☐ Participate in EF 6–related trainings and exercises as appropriate.
- ☐ Coordinate regular review and update of the EF 6 annex with supporting agencies.
- ☐ Facilitate collaborative planning to ensure the capability to support EF 6 activities.
- ☐ Coordinate pre-incident public health inspections of shelters and verify sanitary conditions as required.
- ☐ Identify local government’s authority, responsibility, and role in providing long-term or temporary emergency housing for disaster victims.
- ☐ Coordinate emergency preparedness planning and exercise activities with the Red Cross.
- ☐ Identify mass care facilities (temporary lodging and emergency feeding sites) and protective shelters.
- ☐ Obtain the cooperation of facility owners for use as mass care facilities and protective shelters.
- ☐ Develop facility setup plans for potential shelters.
- ☐ Identify emergency feeding supplies.
- ☐ Recruit and train volunteers for mass care operations.
- ☐ Develop a liaison with other community service organizations for providing mass care to the public.
- ☐ Identify population groups requiring special assistance during an emergency (e.g., senior citizens, those with access and functional needs, etc.) and ensure that preparations are made to provide assistance.
- ☐ Appoint a representative to assist in the EOC.
- ☐ Implement a public education campaign regarding the importance of family disaster plans and 72-hour preparedness kits.
- ☐ Develop and test emergency plans and procedures.
- ☐ Participate in emergency management training and exercises.

## Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for EF 6 include the following:

- ☐ Provide situational updates to the EOC as required to maintain situational awareness and establish a common operating picture.
- ☐ Provide a representative to the EOC, when requested, to support EF 6 activities.
- ☐ Notify key personnel to allow immediate review and implementation of plans and checklists.
- ☐ Partially or fully activate the EOC, if necessary.
- ☐ Open designated mass care shelters and begin to stock them with food, water, medical supplies, cots, blankets, and administrative supplies.
- ☐ Notify HSS officials of evacuation of residents for identification, location, and continued availability of services for children under State care or supervision, as well as evacuation of medical facilities for resources and support and for potential non-medical, nursing, and mental health staff needs to assist Red Cross personnel at mass care shelters.
- ☐ Coordinate with local law enforcement for security at the shelter locations.
- ☐ Provide trained staff as appropriate at evacuation centers and shelter(s).
- ☐ Establish primary and back-up communications between mass care shelters and the Red Cross office. Communications should be established with the EOC if the Red Cross office is affected by the emergency.
- ☐ Establish and coordinate appropriate traffic control measures on evacuation routes to reception centers and mass care shelters.
- ☐ Coordinate the release of public information announcements and advisories regarding the need to evacuate, evacuation routes, reception center locations, and personal items to be brought to the shelters (pets are excluded from Red Cross shelters).
- ☐ Arrange transportation to shelters for those experiencing access and functional needs and for those without transportation.
- ☐ Alert hotels and motels in neighboring unaffected jurisdictions so that those facilities can prepare for an influx of evacuees not wishing to utilize public mass care shelters.

The following actions should be taken after the onset of a disaster or emergency:

- ☐ Take the actions listed above, if they have not yet been accomplished.
- ☐ Maintain communications between reception centers, mass care shelters, and the Red Cross District Office.
- ☐ Advise the EOC of the number and condition of the evacuees housed in each shelter.
- ☐ Provide the following for those in the affected area who are not housed in mass care shelters:
  - Emergency supplies of food, water, clothing, and first aid
  - Temporary congregate feeding facilities, if necessary
- ☐ Provide food and water for emergency workers.
- ☐ Coordinate the release of public announcements concerning:
  - The condition and whereabouts of persons in or evacuated from disaster areas
  - The availability of emergency supplies of food, water, and clothing



- The locations of reception centers and mass care shelters.
- ☐ Assist with registration of evacuees and victims.

## Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for EF 6 include the following:

- ☐ Demobilize response activities.
- ☐ Maintain incident documentation to support public and individual assistance processes.
- ☐ Activate family reunification systems, such as the Red Cross Safe and Well Website or the Federal Emergency Management Agency's National Emergency Family Registration and Locator System, as soon as possible.
- ☐ Continue to utilize multiple means of communicating public information and education.
- ☐ Ensure the availability of mental and behavioral health professionals.
- ☐ Continue EOC operations until it is determined that EOC coordination is no longer necessary.
- ☐ Provide public information regarding safe re-entry to damaged areas. Assist evacuees in returning to their homes if necessary.
- ☐ Help provide temporary housing for those who cannot return to their homes.
- ☐ Deactivate shelters and mass care facilities and return them to normal use.
- ☐ Clean and return shelters to their original condition; keep detailed records of any damages.
- ☐ Consolidate mass care shelter costs and submit these statements to the appropriate authorities for possible reimbursement.
- ☐ Coordinate Individual Assistance. Inform the public of any follow-up recovery programs that may be available.
- ☐ Form a long-term recovery assistance team to help ensure that individuals and families affected by the disaster continue to receive assistance for serious needs and necessary expenses.
- ☐ Return staff, clients, and equipment to regularly assigned locations. Provide critical payroll and other financial information for cost recovery through appropriate channels.
- ☐ Participate in after-action critiques and reports.
- ☐ Update plans and procedures based on critiques and lessons learned during an actual event.

## Mitigation

Mitigation activities take place **before and after** an emergency occurs and include activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for EF 6 include the following:

- ☐ Participate in the hazard/vulnerability identification and analysis process.
- ☐ Take steps to correct deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

- ☐ Implement a public education campaign regarding the importance of having adequate homeowners and renters insurance.
- ☐ Encourage shelter considerations in architectural design.
- ☐ Conduct training and education.
- ☐ Conduct practice drills.
- ☐ Convey public information in multiple formats and languages. Identify volunteer organizations that could assist in shelter and mass care operations and develop cooperative agreements.