

# Attachment F

## Mass Care

### **Introduction**

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This function deals with the actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. These actions include providing temporary shelter, food, medical care, clothing, and other essential life support needs to those people that have been displaced from their homes because of a disaster or disaster threat situation.

### **Developing a Mass Care Annex**

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#### **Purpose**

A mass care annex describes the provisions that have been made to ensure disaster victims receive the appropriate services when at a mass care facility. Local government is responsible for the development of a capability to provide mass care services for its citizens in the event of an emergency and should be prepared, if necessary, to receive and care for people evacuated from the area directly impacted by a disaster. The requirements for services vary depending upon the nature and phase of the emergency. Local officials must be ready to provide different types of support in response to the unique nature of the situation. Prior to onset, facilities (e.g., schools, churches, nonessential government buildings, etc.) are needed to register, shelter, feed, protect, and provide for other human needs of an evacuated population. During the emergency phase, these facilities may be used to provide evacuees physical protection from the effects (e.g., water and wind associated with storms, earthquake aftershocks, radiological contamination from a nuclear power plant accident, etc.) of a disaster. During the post-disaster period these facilities may be used on a long-term basis to feed, care for, and provide temporary housing to the disaster victims whose homes have been severely damaged or destroyed or cannot return to their homes because of damage to or debris on roads and bridges. Other long-term post-disaster mass care options may include: kitchens to feed people; water supply stations; first aid stations; temporary housing in rental units, tents, hotels/motels, and mobile homes; hygiene facilities (portable toilets and showers); mail service, etc.

#### **Situation and Assumptions**

This section should identify the emergency conditions that could occur which would require the activation of mass care operations. These considerations,

in turn, provide input for decisions about types and locations of mass care facilities to be supported. For example, if the community is vulnerable to floods, hurricanes, tornadoes, and nuclear power plant accidents, the locations of the mass care facilities should be outside of the floodplain and have sufficient structural integrity to provide people physical protection from the effects of high wind, earthquake aftershocks, and radiological contamination.

This section also should address unknowns of the emergency situation that are associated with mass care. Such assumptions focus on the probable operational situations under disaster conditions, cover unanticipated contingencies, and establish the parameters within which the planning for mass care will take place. Typical assumptions are that:

- The ultimate responsibility for mass care services for citizens rests with local government.
- A public, nonprofit, or private-sector organization will manage and staff the jurisdiction's mass care facilities.
- For a large-scale disaster, a DWI system will be implemented.
- In most jurisdictions, the ARC will serve as the principal organization responsible for operating mass care facilities during disasters.
- If ARC services are not available locally, other public or nonprofit organizations in the community will assume responsibility for operating mass care facilities. These organizations may include such agencies as the Salvation Army, churches, schools, or local service agencies.
- Sufficient warning time will be available to ensure that mass care facilities are opened in time to provide shelter and other services for the people that have been evacuated.
- Approximately 80 percent of evacuees will seek shelter with friends or relatives rather than go to an established mass care facility. (The actual figure should be based on behavioral studies and past experience of the jurisdiction.)

- Where available, military support (as approved by the Governor) will be available to support mass care operations.
- The jurisdiction may have to enter into an agreement with adjacent jurisdictions to arrange for mass care services for evacuees that cannot be taken care of in the home jurisdiction or to provide similar services to other jurisdictions when their evacuees cannot be cared for in their home jurisdiction.

### **Concept of Operations**

This section specifies the conditions under which mass care services will be provided and describes the methods that will be used to activate and manage mass care facilities. There are several factors which must be considered when planning for a mass care operation. Among these are the characteristics of the hazard or threat itself. The magnitude, intensity, spread of onset, duration, and impact on the local community, are all significant elements to be considered. They will determine the number of people that will need to receive mass care services.

### *General*

The provisions that have been made for setting up, supplying, and operating mass care facilities are addressed. The areas of the jurisdiction that are likely to require evacuation should be identified. The arrangements that have been made to direct evacuees to specific facilities also should be addressed. This section:

- Describes the working relationship the jurisdiction has with the ARC or other nonprofit, public service, or private-sector organizations that have responsibility for managing mass care facilities.
- Identifies the location of all mass care facilities that have been designated to provide shelter and/or other services to evacuees.
- Describes the means the government will use to keep evacuees and the general public informed on mass care activities.
- Describes the arrangement for operation of each mass care facility. These include:
  - Opening of the facility.

- Staff composition and management structure.
  - Provisions for registering and tracking location of each evacuee (to be able to respond to inquiries from the evacuee's family, track health concerns, etc.)
  - Specific services provided to evacuees (shelter, feeding, medical care, etc.).
  - Communications procedures.
  - Reporting requirements.
  - Termination of services and closure of the facility.
- Describes how the mass care function will support efforts to respond to inquires from family members of disaster victims.
- The annex should establish an information flow from mass care facilities to the Mass Care Coordinator and from the Mass Care Coordinator to the jurisdiction's public inquiry response effort. In this Guide's approach, that public inquiry response effort would fall to the EPI organization, which would collect information from the Mass Care Coordinator and other sources.
  - Under the FRP, the ARC and Emergency Support Function 6 (ESF-6) may operate a DWI system. The DWI system uses information from shelter lists, casualty lists, hospitals, the State EOC, and other sources to aid in family reunification and in responding to inquiries from immediate family members from outside the affected area about the status of their loved ones. The annex may describe protocols for how a local jurisdiction, in concert with State officials, will interface with the ESF-6 DWI system.
- Identifies the population groups requiring special assistance when being sheltered in a mass care facility, i.e., the elderly and persons with disabilities.

- Describes the provisions that have been made for providing mass care services for special needs populations. Such populations include: children in school, children in day care centers, nursing home residents (long term); the handicapped (hearing-impaired, sight-impaired, mentally impaired, and mobility-impaired); non-English speaking people; institutionalized individuals (in hospitals, mental health facilities, nursing homes (short term)); incarcerated residents (in jails, juvenile facilities, drug treatment centers, etc.); transient population (street people, motel and hotel guests, seasonal workers); and people without transportation.
- Describes the provisions that have been made to feed, shelter, and provide medical treatment for animals during large-scale disasters.

*Interjurisdictional Relationships*

This section describes the formal arrangements that have been made with the emergency management organization(s) in neighboring jurisdictions to ensure that all evacuees have access to the services available in a mass care facility.

**Organization and Assignment of Responsibilities**

This section describes the mass care responsibilities that are assigned to tasked organizations. EOPs should include the following types of tasking assigned for the agency/organization chiefs listed in the left margin below:

*Chief Executive Official (“CEO”)*

- Requires the Mass Care Coordinator to report to the EOC when notified of an emergency condition.
- Issues an order to open mass care facilities, when appropriate.

*Mass Care Coordinator*

Upon arrival at the EOC:

- Assesses the situation and make recommendations to the Emergency Manager on the number and locations of mass care facilities to be opened.
- Reviews listing of available mass care facilities.
- Notifies persons and organizations identified in the mass care resource list about possible need for services and facilities.

- Selects mass care facilities for activation in accordance with:
  - Hazard/vulnerability analysis considerations.
  - Locations in relation to evacuation routes.
  - Services available in facilities.
  - Input from the Emergency Manager.
- When directed, coordinates the necessary actions to ensure mass care facilities are opened and staffed, as needed.
- Notifies mass care facility managers to do one of the following, when appropriate:
  - Stand by for further instruction on the specific actions to take and the estimated timing for opening mass care facilities.
  - Take the necessary action to open the facility they are responsible for managing.
- Coordinates with Resource Manager for supplies needed (including bulk emergency relief items) and ensures each mass care facility receives its supplies.
- Coordinates with EOC staff to ensure that communications are established, routes to the mass care facilities are clearly marked, and appropriate traffic control systems are established.
- Ensures each mass care facility has a highly visible identity marker and sign that identifies its location.
- Provides each Mass Care Facility Manager a listing of the location of the animal shelters that have been opened to house and care for companion animals.
- Assists, as appropriate, the animal care and control agency's efforts to feed, shelter, and provide medical treatment for animals during catastrophic emergencies.

- Ensures appropriate mass care information (number of occupants, meals served, etc.) is made available to information processing section in the EOC.
  - Collects information from Mass Care Facility Managers to support the jurisdiction's efforts to respond to inquiries from family members about the status of loved ones (name, home address, phone, next of kin, etc.).
  - Upon termination of emergency, submits a mass care expenditure statement to appropriate authorities for reimbursement.
- Mass Care Facility Manager*
- When notified, stands by for further instructions or report to assigned mass care facility, as appropriate.
  - Contacts team members and instructs them to take whatever actions that may be appropriate.
  - Staffs and operates the mass care facility. Upon arrival at the facility, takes the necessary actions to open it, receive evacuees, and provide for their health and welfare.
  - Contacts the EOC when the facility is ready to open.
  - Opens and keeps the facility operating as long as necessary.
  - Implements registration procedures for all evacuees that enter the facility.
  - If tasked, provides the Mass Care Coordinator with names and other appropriate information about people sheltered in the facility, to respond to family inquiries.
  - Ensures individual and family support services are provided at the mass care facility.
  - Ensures space is available for service animals that belong to people with disabilities.

- If companion animals are not permitted in the facility, provides information to their owners about shelters that have been opened to house and care for animals.
  - Each day, reports the following to the EOC:
    - The number of people staying in the facility.
    - The status of supplies.
    - Condition of the facility and any problem areas.
    - As necessary, a request for specific types of support.
  - Maintains records of expended supplies.
  - Arranges for the return of evacuees to their homes or for transportation to temporary housing, if necessary.
  - When appropriate, terminates operations and closes the facility.
  - Cleans facility and returns it to original condition.
  - Submits mass care facility status report to the Mass Care Coordinator. The report identifies the equipment and supplies that are needed to restock the facility and any other problems that will need to be resolved before the facility is used again.
- Emergency Manager*
- Makes recommendations to the “CEO” on the number and locations of the mass care facilities to be opened.
  - Coordinates with the PIO to facilitate dissemination of information to the public on both the location of the mass care facilities that will be opened and directions to them.
  - Coordinates with the Mass Care Coordinator to activate the jurisdiction's mass care facilities.



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| <i>American Red Cross (Local)</i>              | If appropriate, provides personnel to manage and staff mass care facilities.  |
| <i>Salvation Army (Local)</i>                  | If appropriate, provides personnel to manage and staff mass care facilities.  |
| <i>Non-profit Public Service Organizations</i> | If appropriate, provide personnel to manage and staff mass care facilities.   |
| <i>Education Dept./ School Superintendent</i>  | <ul style="list-style-type: none"> <li>➤ If appropriate, provides personnel to manage and staff mass care facilities.</li> <li>➤ Shelters students in school buildings when the situation warrants or when directed to do so by the appropriate authority.</li> </ul>   |
| <i>Law Enforcement</i>                         | <ul style="list-style-type: none"> <li>➤ Provides security at mass care facilities.</li> <li>➤ Provides traffic control during evacuee movement to mass care facilities.</li> <li>➤ Maintains order in mass care facilities.</li> <li>➤ If necessary, provides an alternative communications link between the mass care facility and the EOC through a mobile radio unit in police vehicles.</li> </ul> |
| <i>Public Works</i>                            | Ensures power, water supply, and sanitary services at mass care facilities are maintained during emergency conditions.  |
| <i>Public Information Officer (PIO)</i>        | Makes public announcement about availability of mass care facilities and animal shelters and their locations.   |

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| <i>Military<br/>Department (if<br/>available)</i> | <ul style="list-style-type: none"> <li>➤ Informs Mass Care Coordinator of mass care facilities available on military installations.</li> <li>➤ Coordinates use of mass care facilities on military installations.</li> <li>➤ Provides logistical support for mass care operations.</li> </ul>  |
| <i>Agricultural<br/>Extension<br/>Agent</i>       | Develops and maintains list of local food warehouses and other sources of bulk food stocks.  |
| <i>Animal Care<br/>and Control<br/>Agency</i>     | <ul style="list-style-type: none"> <li>➤ Assesses the situation and makes a decision on the number and location of shelters that will be used to house animals. Typical facilities include the jurisdiction's animal shelter(s), veterinary hospitals, boarding kennels, pet stores, greyhound farms, and fairgrounds. Facilities for agricultural animals could include sale barns, boarding stables, race tracks, horse farms, poultry barns, dairy farms, and fairgrounds/ rodeogrounds.</li> <li>➤ Coordinates the actions needed to obtain sufficient personnel to staff animal shelters, as needed.</li> <li>➤ Ensures each animal shelter has a highly visible identity marker and sign that identifies its location.</li> <li>➤ Coordinates with the PIO to facilitate dissemination of information to the public on the location of the companion animal shelters that will be opened.</li> <li>➤ Informs the Mass Care Coordinator of the location(s) of the shelters that have been opened.</li> <li>➤ If appropriate, coordinates with the Mass Care Coordinator to place personnel in public shelters to act as a referral source for animal disaster operations.</li> <li>➤ Opens shelters and provides food, water, and medical care, as needed, for the animals in the shelter.</li> </ul> |

- Keeps shelters open as long as necessary.
- Ensures each shelter receives the necessary supplies to sustain itself.
- When appropriate, terminates shelter operations and closes the facility.

**Administration  
and Logistics**

This section addresses the administrative and general support requirements associated with completing mass care tasking.

Specific administrative matters to be addressed include:

- Records and reports associated with tracking the status of mass care operations.
- Attaching a listing of mass care facilities as an appendix. The list should include the facilities' location, people capacity, quantity and type of kitchens, beds available, stock levels of medical and sanitation supplies, food and water, sleeping bags, restroom facilities, vehicle parking capacity, etc. It also should identify the communication systems available, list telephone numbers, and indicate if there is an emergency power system available.

**Plan  
Development  
and  
Maintenance**

This section should identify who is responsible for coordinating revision of the jurisdiction's Mass Care Annex, keeping its attachments current, and ensuring that SOPs and other necessary implementing documents are developed.

**Authorities  
and  
References**

Authorities and references should be cited as appropriate.

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