

**ANNEX C**

**SHELTER  
&  
MASS CARE**

**HUNT COUNTY, TEXAS**

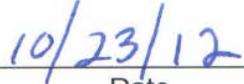
# APPROVAL AND IMPLEMENTATION

## Annex C

### Shelter & Mass Care

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

  
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**NOTE:** The signature(s) will be based upon local administrative practices. Typically, the annex is signed by the individual having primary responsibility for this emergency function in the first signature block and the second signature block is used by the Emergency Management Coordinator, Mayor, or County Judge. Alternatively, each department head assigned tasks within the annex may sign the annex.



# ANNEX C

## SHELTER & MASS CARE

### I. AUTHORITY

See Basic Plan, Section I.

### II. PURPOSE

The purpose of this annex is to outline organizational arrangements, operational concepts, responsibilities, and procedures to protect evacuees and others from the effects of an emergency situation by providing shelter and mass care.

### III. EXPLANATION OF TERMS

#### A. Acronyms

ARC	American Red Cross
DDC	Disaster District Committee
DWI	Disaster Welfare Inquiry
EMC	Emergency Management Coordinator
EOC	Emergency Operations or Operating Center
FEMA	Federal Emergency Management Agency
HHSC	Health and Human Services Commission
NIMS	National Incident Management System
PIO	Public Information Officer
SOPs	Standard Operating Procedures
TLETS	Texas Law Enforcement Telecommunications System
TSA	The Salvation Army
USDA	United States Department of Agriculture

#### B. Definitions

Mass Care. Providing assistance to those who have been displaced from their homes and others affected by a hazardous situation or the threat of such a situation. Mass care for these individuals includes providing food, basic medical care, clothing, and other essential life support services.

Welfare Inquiries. Welfare inquiries are requests from relatives, friends, employers, or others for information on the status of persons in an area affected by a emergency situation who cannot be located because they have evacuated, become separated from their families, or cannot be contacted by normal means of communications. Registration of disaster victims at shelters provides some of the information needed to answer welfare inquiries. For emergency situations that extend beyond several days, the American Red Cross may activate a Welfare Inquiry system [known in many other states as a Disaster Welfare Inquiry (DWI) system] to handle such inquiries.

Shelter. Short term lodging for evacuees during and immediately after an emergency situation. Shelters are generally located away from known hazards. Mass care operations are typically conducted in shelters.

Special Needs Individuals/Groups. Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These groups may need to have specially trained health care providers to care for them, special facilities equipped to meet their needs, and may require specialized vehicles and equipment for transport. This population requires specialized assistance in meeting daily needs and may need special assistance during emergency situations.

## IV. SITUATION AND ASSUMPTIONS

### A. Situation

1. Our Hazard Summary in Section IV.A of the Basic Plan identifies a number of threats that could make necessary evacuation of some portions of **HUNT COUNTY**. Evacuees from other jurisdictions may also seek refuge in our area. Our area is an expected destination for hurricane evacuees from the Texas coastline. Each of these situations may generate a need for shelter and mass care operations in our area.
2. We have the ultimate responsibility for providing shelter and mass care to protect local residents displaced from their homes and others who evacuate into our jurisdiction due to emergency situations.
3. Shelter and mass care needs may range from very short term operations for a limited number of people where the primary objective is to provide protection from the weather, comfortable seating, and access to rest rooms to more lengthy operations for large number of evacuees where feeding, sleeping, and shower facilities are desirable and a variety of assistance must be provided to evacuees.
4. The American Red Cross (ARC) has been chartered under federal law to provide mass care to victims of natural disasters. Hence, our efforts should be coordinated with the ARC, which will normally operate shelter and mass care operations insofar as its capabilities permit.
  - a) The ARC signs agreements with local governments, school districts, churches, and other organizations to use their facilities for shelter and mass care operations. The ARC identifies suitable shelter facilities based on a set of standards, maintains a list of potential shelters, maintains shelter kits, and trains shelter management personnel.
  - b) Local governments and the ARC and other volunteer groups may also sign agreements relating to the operation of shelter and mass care and feeding facilities when needed; such agreements detail the responsibilities of both the volunteer group and the local government. See Appendix 2 for pertinent local agreements.

5. If ARC services are not available, other volunteer organizations and religious groups may open shelters. Some of these organizations and groups coordinate their efforts with the ARC, while others may operate these facilities themselves and assume full responsibility for them.

## **B. Assumptions**

1. Shelters may have to be opened with little notice. Until the ARC personnel arrive and assume responsibility for managing such shelters, local government personnel may have to manage and coordinate shelter and mass care activities.
2. Volunteer organizations that normally respond to emergency situations will assist in shelter and mass care operations.
3. If additional resources are need to conduct shelter and mass care operations, support may be requested pursuant to inter-local agreements and from state and federal emergency management agencies. When requested by a local jurisdiction, the Governor may authorize the use of military forces to support shelter and mass care operations.
4. Facilities planned for shelter and mass care use will be available at times of need.
5. When evacuation is recommended during an emergency situation, approximately 80 percent of those for whom evacuation has been recommended will evacuate. The vast majority of evacuees will seek refuge with friends or relatives or go to commercial accommodations rather than a public shelter. In addition, some people who are not at risk may spontaneously evacuate and some of those individuals may seek public shelter.
6. For hazards that are highly visible or extensively discussed in the media, people may evacuate occur prior to an official recommendation to do so. Hence, shelter and mass care operations may have to commence early in an emergency situation.
7. Essential public and private services will be continued during shelter and mass care operations. However, for a major evacuation that generates a large-scale shelter and mass care operation, normal activities at schools, community centers, churches, and other facilities used as shelters may have to be curtailed.

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

1. We are responsible for developing a plan, integrating the concepts of the National Incident Management System (NIMS), for coordinating and providing mass care services to persons affected by a disaster. The requirements for services may vary depending upon the nature, type, and level of the emergency. We will work closely with volunteer organizations that provide shelter and mass care support to determine the availability of shelter and feeding facilities, encourage facility owners to sign agreements for use of those facilities, and encourage facility owners to allow their personnel to participation in shelter management training.

2. The Incident Commander or the emergency management staff is expected to determine the need for opening shelters and commencing mass care operations based on the emergency situation that prevails.
3. The **COUNTY JUDGE OR EMC** may request the opening of shelters and recommend the closing of shelters when they are no longer required. These actions should be coordinated with the ARC and other shelter providers. A list of potential shelters is provided in Appendix 1. The **COUNTY JUDGE OR EMC** may further assign tasks and responsibilities to support shelter and mass care efforts.
4. **HUNT COUNTY**, in cooperation with volunteer disaster assistance organizations, will provide temporary shelter and essential life support services for people displaced from their homes.
5. The ARC and other private disaster assistance organizations will be called upon to:
  - a) Open and temporary shelters for the displaced population.
  - b) Activate or organize shelter teams and provide shelter kits.
  - c) Register those occupying public shelters.
  - d) Provide feeding, emergency first aid, and other basic life support needs for those occupying temporary shelters.
  - e) For extended shelter operations, activate a disaster welfare inquiry systems
6. Provide periodic reports on the status of shelter and mass care operations. In some disasters, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities. To the extent possible, local government will assist and coordinate post-disaster housing needs of the homeless.
7. See Appendix 3 for local hurricane reception and care planning information.

## **B. Shelter**

1. Shelter Selection. The ARC publishes standards for temporary shelters. The following criteria may be useful in screening facilities to determine which merit more detailed inspection:
  - a) Must be structurally sound and in a safe condition.
  - b) Must not be located in an area subject to flooding or where flooding can cut off access to the facility.
  - c) Must not be in a hazardous materials risk area.
  - d) Should have adequate sleeping space.
  - e) Should have sufficient restrooms for the population to be housed.
  - f) Should have adequate climate control systems.
  - g) Kitchen/feeding area is desirable.
  - h) Shower facilities are desirable if the facility will be used for more than one day.
  - i) Telephone service is essential.
  - j) Adequate parking is desirable.

The Shelter Officer should coordinate with the ARC and other volunteer organizations in identifying potential shelters and developing the shelter list in Appendix 1 to ensure that issues of interest to local government are considered in the shelter selection process.

## 2. Shelter Facilities:

- a) The ARC executes agreements with building owners for use of structures as shelters and normally inspects the facilities it plans to use to determine their capacities and the availability of various types of equipment.
- b) Schools are the most frequently used shelters because they generally have substantial space, a feeding capability, sufficient restrooms, and adequate climate control systems. Those who wish to utilize schools for sheltering must secure permission in writing from school officials.
- c) Community centers and churches are also frequently used as shelters. Permission to use these facilities or any other facilities for disaster operations should also be secured in writing from the owners or operators of those facilities.
- d) In most shelters, evacuees must sleep on the floor -- there are generally no cots immediately available. Public information messages should highlight this situation and encourage those who plan to take refuge in a public shelter to bring bedding.

## 3. Shelter Operations

- a) The specific facilities that will be used for sheltering and feeding during an emergency will depend on the needs of the situation, the status of available facilities, the location of the hazard area, and the anticipated duration of operations. Shelters are typically opened and closed based on need. When occupancy of existing shelters reaches 75 to 80 percent, consideration should be given to opening an additional facility.
- b) It is generally more effective in terms of resource utilization to operate a few medium to large shelters than a large number of small facilities.
- c) Shelters should be managed by individuals with shelter management training, *preferably individuals who work in the facility on a daily basis*. The ARC and the Shelter Officer will jointly maintain a listing of trained shelter and mass care facility managers in the local area.
- d) To ensure consistency in shelter activities, it is desirable that all shelters follow a general set of operating guidelines. When the ARC opens a shelter, ARC policies guide how the facility is staffed and operated.
- e) Shelter managers are expected to provide periodic reports on the number of occupants and the number of meals served. Volunteer groups operating shelters may also be required to report this information through their organizational channels.
- f) Local government is responsible for providing the following support for shelter operations:

- 1) Security and, if necessary, traffic control at shelters.
  - 2) Fire inspections and fire protection at shelters.
  - 3) Transportation for food, shelter supplies, and equipment if the organization operating the shelter cannot do so.
  - 4) Transportation of shelter occupants to feeding facilities, if necessary.
  - 5) Basic medical attention, if the organization operating the shelter cannot do so.
- g) Evacuees normally return to their homes as soon as the danger has passed. Hence, most shelters are closed quickly and returned to normal use. However, some evacuees may be unable to return to their homes due to damage or destruction. It may be necessary to have one or more shelters remain open for an extended period until those who cannot return to their residences can be relocated to motels, rental units, mobile homes, and other types of temporary lodging. Such extended use facilities should have showers and on-site feeding; cots should be provided.

### C. Mass Care

Mass care includes the registration of evacuees, feeding of evacuees and emergency workers, and provision of other life support needs for shelter occupants.

#### 1. Registration

- a) The purpose of registration is to be able to respond to inquiries about the status of evacuees, monitor health concerns, and provide a basis for post-emergency follow-up support.
- b) The ARC will assist local government in the registration of evacuees who are housed in ARC shelters. The Shelter Officer should coordinate with other organizations that operate shelters to ensure that evacuees occupying those facilities are registered and information provided to the EOC.

#### 2. Feeding:

- a) Both fixed facilities and mobile units may be used for preparing and serving meals. Fixed facilities include schools, churches, and civic buildings serving as shelters. The ARC, TSA, and other disaster relief agencies may also deploy self-contained mobile feeding units to supplement fixed feeding facilities.
- b) The U.S. Department of Agriculture (USDA), through the Health and Human Services Commission (HHSC), food banks, and commercial facilities provides USDA commodities used in preparing meals or for distribution to disaster victims.
- c) If a school is used as a congregate feeding site, the school may use USDA commodities already on its shelves to prepare meals for mass care operations. USDA will replace them or credit their entitlement dollars as long as school officials provide HHSC with an itemized list of which commodities were used and daily meal counts. USDA commodities **may not** be used without prior approval from HHSC. The request must come from the ARC. Form FCS-292, which is a report of commodity distribution, must be completed by school officials within 30 days after the termination of assistance to the disaster victims. Also HHSC will arrange to have

additional USDA commodities shipped to the feeding site, if necessary, either directly from USDA or one of the HHSC warehouses.

### 3. Other Needs

In addition to the provision of shelter and mass care services, evacuees may need assistance with clothing, basic medical attention, prescription medicines, disaster mental health services, temporary housing, and other support services. Some of these services may be provided by the same volunteer organizations that are operating shelters. In other cases, the Shelter Officer will have to identify the needs of those in public shelters to the Human Services Officer, who may be able to arrange for assistance from other volunteer organizations and agencies. Many human services programs also serve disaster victims that have not been evacuated from their homes. A description of human services programs and procedures for requesting human services support are provided in Annex O (Human Services).

## D. Special Needs Groups and Individuals

1. Special facilities include hospitals, nursing homes, group homes, and correctional institutions. Such facilities are responsible for the welfare and safety of their clients, who may need specially trained staff to care for them and special equipment and facilities to meet their needs. Institutions supporting special needs populations are required by state and federal regulations to have disaster preparedness plans that provide for evacuation and relocation of the institution's population to comparable facilities in an emergency.
2. Mass care shelters for the general population are not staffed or equipped to handle special needs groups. These groups, particularly medical patients and prisoners, should not be relocated to shelters used by the general public. In the event that special facilities encounter difficulty in evacuating and relocating their clients, local officials may need to assist those facilities in arranging transportation and in locating suitable reception facilities. It may also be necessary to assist in relocating some medical patients who are living at home.
3. Public shelters can generally accommodate individuals with special needs who require minimal care and are attended by their families or other caregivers.

## E. Handling of Pets

1. Evacuees who go the homes of relatives or friends or commercial accommodations with their pets do not normally pose difficulties during an evacuation. However, evacuees with pets seeking public shelter can create potential problems. For health reasons, pets are not allowed in emergency shelters operated by the ARC and most other organized volunteer groups. However, a number of studies have indicated that some people, particularly the elderly, will not leave their homes if they cannot take their pets with them. Hence, it is desirable to make reasonable arrangements for evacuees who come to public shelters with pets. The EMC or his designee should coordinate these arrangements.
2. Depending on the situation, we will use one or more of the following approaches to handle evacuees arriving with pets:

- a) Provide pet owners information on nearby kennels, animal shelters, and veterinary clinics that have agreed to temporarily shelter pets.
- b) Direct pet owner to a public shelter that has covered exterior corridors or adjacent support buildings where pets on leashes can in carriers may be temporarily housed.
- c) Set up temporary pet shelters at the Hunt County Fairgrounds for large animals. For smaller pets, the Animal Shelter at the City of Commerce is the primary site and the Animal Shelter at the City of Greenville is the alternate/supplementary site.

## **F. Public Information**

1. The public information staff is expected to develop emergency public information messages to advise those who are or will be evacuating of the location of public shelters and general shelter policies.
2. The public information staff should also provide information on the emergency situation to shelter managers so they can pass such information on to shelter occupants.

## **G. Welfare Inquiries**

We will attempt to answer disaster welfare inquiries to the extent possible using the registration data obtained at shelters and other facilities. The Shelter Officer will respond to inquiries until the ARC can assume that function. For more information on Welfare Inquiries, see Section IX.E of this annex.

## **H. Actions by Phases of Emergency Management**

1. Mitigation:
  - a) Identify volunteer organizations that could assist in shelter and mass care operations and develop cooperative agreements.
  - b) In coordination with volunteer organizations, identify suitable shelters and feeding facilities.
  - c) Sign agreements with volunteer organizations authorizing use of local government facilities for shelter and mass care operations.
  - d) Encourage schools, churches, and volunteer groups to sign written agreements for use of their facilities as emergency shelters.
2. Preparedness:
  - a) Send selected local officials to shelter management training and encourage those organizations or agencies that will be making their facilities available for use as shelters to send their personnel to such training.
  - b) In coordination with volunteer organizations, identify potential shelters, and develop general shelter and mass care procedures for the local area.
  - c) Coordinate basic communication and reporting procedures.
  - d) Develop facility setup plans for potential shelters.
  - e) Identify population groups requiring special assistance during an emergency (i.e., senior citizens, special needs, etc.) and ensure that preparations are made to provide assistance.

3. Response:

- a) Open and staff shelters and mass care facilities.
- b) Provide information to the public on shelter locations and policies.
- c) Assist in the registration of evacuees.
- d) Provide food, clothing, first aid, and other essential services to evacuees.
- e) Maintain communications between mass care facilities and EOC.
- f) Provide periodic reports on shelter occupancy and meals served.
- g) Provide information to victims needing additional services.

4. Recovery:

- a) Assist evacuees in returning to their homes if necessary.
- b) Assist those who cannot return to their homes with temporary housing.
- c) Deactivate shelters and mass care facilities and return them to normal use.
- d) Inform public of any follow-on recovery programs that may be available.

<b>VI. ORGANIZATION &amp; ASSIGNMENT OF RESPONSIBILITIES</b>
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**A. General**

- 1. Our normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 3 to the Basic Plan, will carry out shelter and mass care operations.
- 2. Operations will be organized in accordance with NIMS guidelines.
- 3. We expect to be assisted by the ARC, other volunteer organizations active in disaster, and local volunteer groups and charitable organizations in conducting shelter and mass care operations. The Shelter Officer is responsible for coordinating the efforts of local government, volunteer groups, and other agencies involved in shelter and mass care operations.

**B. Task Assignments**

- 1. The **COUNTY JUDGE OR EMC** will:
  - a) Direct the opening of local shelter and mass care facilities and the closing of such facilities when they are no longer needed.
  - b) Approve release of emergency public information materials on shelter locations and guidance on what people should bring and not bring to public shelters prepared by the public information staff.
  - c) Coordinate shelter and mass care efforts with other local governments, where appropriate.
  - d) Request shelter and mass care support from other local governments or the State if local resources are insufficient.

2. The EMC will:

- a) Coordinate shelter and mass care planning with the Shelter Officer, the PIO, the Human Services Officer, other local officials, and volunteer organizations.
- b) When the situation warrants, recommend to the **COUNTY JUDGE OR EMC** that shelter and mass care operations be implemented. Recommendations on the number of facilities to be activated and specific facilities to be used should be coordinated if possible with the volunteer organizations that will operate those facilities.
- c) Coordinate with the functional managers in the EOC to provide support for shelter and mass care activities.
- d) Receive reports on shelter and feeding operations from the Shelter & Mass Care Officer. During major emergencies, summarize shelter and mass care activities in the periodic Situation Report; see Annex N, Direction & Control, concerning this report.
- e) When conditions warrant, recommend to the **COUNTY JUDGE OR EMC** that shelter and mass care facilities be closed

3. The Incident Commander will:

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

4. The Emergency Planning and Response Specialist of the Greenville chapter of the American Red Cross shall serve as Shelter Officer and will:

- a) Identify volunteer organizations that are willing to support local shelter and mass care activities. See Appendix 1 to Annex O.
- b) In coordination with volunteer organizations that normally operate shelters and feeding facilities, identify potential shelter and mass care facilities. See Appendix 1 to this annex.
- c) Develop emergency agreements with volunteer groups for the use of facilities owned by local government as shelters and encourage other agencies, organizations, and groups that have suitable facilities to sign similar agreements.
- d) Develop cooperative agreements with volunteer organizations relating to shelter and mass care support. See Appendix 2 for pertinent information.
- e) Coordinate and disseminate common shelter operating guidelines to volunteer organizations operating shelters.
- f) Ensure mass care facilities are adequately staffed and equipped.
- g) Coordinate mass feeding where needed. Coordinate with HHSC officials for supplementary food stocks from USDA sources if required.
- h) Identify requirements for human services support for evacuees in shelters to the Human Services Officer.
- i) Identify requirements for facility security and fire protection requirements for shelters to law enforcement agencies and the fire service.
- j) Coordinate resource support for shelter operations.
- k) Receive reports on shelter and mass care operations and provide summary information for inclusion in the periodic Situation Report.
- l) Respond to disaster welfare inquiries until that function is assumed by the ARC.

5. Shelter Managers will:
  - a) Staff and open shelters and keep them operating as long as necessary.
  - b) Register shelter occupants and assist in answering disaster welfare inquiries.
  - c) Arrange for mass feeding if required.
  - d) Identify additional resource requirements to the Shelter Officer.
  - e) Coordinate with the Shelter Officer to provide individual and family support services as needed.
  - f) Submit a daily mass care facility status report to the Shelter Officer that indicates the number of shelter occupants, the number of meals served, and the condition of the facility, and also identifies any problem areas.
  - g) Maintain records of supplies received and expended.
  - h) When directed, terminate operations, turn in equipment and unused supplies, return the facility to its original condition, and submit a final report mass care facility status report.
  
6. Hunt County Law Enforcement Agencies and/or Municipal Agencies will:
  - a) Provide security and law enforcement at shelter and mass care facilities.
  - b) Provide back-up communications, if needed.
  
7. The **FIRE MARSHAL** and/or local Fire Departments will:
  - a) Inspect shelter and mass care facilities for fire safety.
  - b) Provide and maintain shelter fire extinguishers.
  - c) Train shelter management personnel in fire safety and fire suppression.
  
8. The Transportation Officer will:
  - a) Arrange transportation for evacuees in shelters to feeding sites if necessary.
  - b) Arrange transportation for shelter equipment, food, clothing, blankets, comfort kits, and other shelter supplies to shelter and mass care facilities.
  - c) Upon request, provide transportation for return of evacuees without vehicles to their homes.
  
9. The Health and Medical Officer will:
  - a) Coordinate basic medical assistance for individuals in mass care facilities.
  - b) Monitor health and sanitation conditions in mass care facilities.
  
10. The Human Services Officer will:
  - a) Coordinate provision of clothing, blankets, personal care items and other items to evacuees.
  - b) Upon request, coordinate disaster mental health services for occupants of mass care facilities.
  
11. The PIO will:

- a) Provide information to the public on the locations of shelters and shelter operating policies.
- b) Provide updates on the emergency situation to shelter managers to be passed on to shelter occupants.
- c) Provide public information on closure of shelters and return of evacuees to their homes.

12. The Animal Control Officer will:

- a) Coordinate arrangements to provide temporary facilities for evacuees arriving at shelter and mass care facilities with pets.
- b) Be prepared to provide shelter managers with information on procedures for handling evacuees with pets.

13. The American Red Cross

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

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

14. The School Districts will:

Shelter students in school buildings when the situation warrants.

15. Public Works and Utility Services will:

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

16. Other Volunteer Groups

The following groups have agreed to provide the services indicated:

<b>VII. DIRECTION AND CONTROL</b>
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**A. General**

1. The **COUNTY JUDGE OR EMC** shall establish priorities for and provide policy guidance for shelter and mass care activities.
2. The **COUNTY JUDGE OR EMC** will provide general direction to the Shelter Officer regarding shelter and mass care operations.

3. The Shelter Officer will plan and manage the conduct of shelter and mass care activities, coordinating as necessary with volunteer organizations that participate in shelter operations or mass feeding and other departments and agencies.
4. Shelter and feeding facility managers will be responsible for the operation of their individual facilities.
5. Methods of direction and control will be consistent with NIMS guidelines.

#### **B. Line of Succession**

1. The line of succession for the Shelter Officer is:
  - a. The Emergency Planning and Response Specialist of the Greenville chapter of the American Red Cross.
  - b. The Branch Manager of the Greenville chapter of the American Red Cross.
2. The line of succession for other shelter and mass care personnel will be in accordance with existing policies and SOPs.

<b>VIII. READINESS LEVELS</b>
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#### **A. Level 4: Normal Conditions**

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

#### **B. Level 3: Increased Readiness**

1. Alert key staff and volunteer organizations involved in shelter and mass care activities of threat.
2. Review personnel availability and assignments.
3. Assess potential shelter and mass care requirements.
4. Review and update lists of lodging and feeding facilities and check on availability of facilities.
5. Monitor the situation

#### **C. Level 2: High Readiness**

1. Place staff on standby and make preliminary assignments. Identify personnel to staff the EOC when activated.
2. Update estimate of shelter and mass care requirements.
3. In coordination with volunteer organizations, check on availability of facilities and identify facilities that will actually be used.

4. In coordination with volunteer organizations, develop tentative shelter and feeding facility opening sequence
5. Identify requirements for pre-positioning equipment and supplies.
6. Draft information for release to the public concerning shelter locations.

#### **D. Level 1: Maximum Readiness**

1. Deploy selected personnel to the EOC to monitor the situation and support precautionary activities. Place other staff on-call.
2. Update estimate of shelter and mass care requirements.
3. In coordination with volunteer organizations, update potential facility use plans and tentative facility opening sequence.
4. In coordination with volunteer organizations, develop updated staff assignments for emergency operations.
5. Consider precautionary staging of personnel, equipment, and supplies.
6. Coordinate with the Communications Officer on anticipated communications requirements.
7. Coordinate with the Transportation Officer on anticipated transportation requirements.
8. If appropriate, provide the public information about potential shelter locations.

### **IX. ADMINISTRATION AND SUPPORT**

#### **A. Records**

1. Shelter and feeding facility managers shall maintain a record of supplies received and expended. Copies of these records will be provided to the Shelter Officer, who shall maintain a consolidated file.
2. Documentation of Costs. All departments and agencies will maintain records of personnel and equipment used and supplies expended during shelter and mass care operations as a basis for possible cost recovery from a responsible party or insurer or possible reimbursement of expenses by the state or federal government.

#### **B. Reports**

1. Shelter Managers will report occupancy and number of meals served figures to the Shelter Officer in the EOC daily.

2. The EOC will include shelter occupancy information in the periodic Situation Report sent to the Disaster District and other agencies. Information on the Situation Report is provided in Annex N, Direction & Control.
3. The ARC and other volunteer groups may also report shelter and feeding information through their organizational channels.

### **C. Training & Exercises**

1. The EMC will coordinate with the ARC to insure that shelter management and other appropriate training is made available to local officials and volunteers who participate in shelter and mass care activities. All departments and organizations should ensure that their personnel are trained to accomplish the tasks assigned to them.
2. Emergency exercises shall periodically include a shelter and mass care scenario based on the hazards faced by this jurisdiction. Volunteer organizations that participate in shelter and mass care operations shall be invited and encouraged to participate in such exercises.

### **D. Communications**

The primary communications between shelter and mass care facilities and the EOC will be by telephone. If telephones cannot be used, radios should be provided; amateur radio operators may be able to assist with communications needs.

### **E. Welfare Inquiries**

1. We will attempt to respond to disaster welfare inquiries until the ARC can establish a Welfare Inquiry system to answer requests from relatives and friends concerning the safety and welfare of evacuees or those in disaster areas. The Welfare Inquiry system uses information from shelter lists, casualty lists, hospitals, and other sources to aid in family reunification and in responding to inquiries from immediate family members from outside the affected area about the status of their loved ones. A Welfare Inquiry system may not be established in short duration emergency situations.
2. Mass care facilities assist in Welfare Inquiries by gathering information on disaster victims through registration of victims at shelters. Assistance may also include the distribution of postcards to shelter residents for their use in contacting family members outside the affected area. The organization of the Welfare Inquiry function may vary considerably. For a small-scale operation, the local ARC chapter may provide assistance. For a large operation, a Welfare Inquiry team may be established. The need for the Welfare Inquiry function and its composition depend on factors such as the number of families affected, media coverage of the event, lack of communication capabilities in the affected area, and the number deaths, injuries, and illnesses.
3. Shelter managers must be aware of the importance of confidentiality in gathering and releasing information about shelter occupants. Welfare Inquiries will be addressed to the Shelter Officer until the ARC assumes responsibility for this function.

### **F. External Assistance**

If shelter and mass care needs cannot be satisfied with local resources and those obtained pursuant to inter-local agreements and from volunteer organizations, authorized local officials may request state assistance from the Disaster District Committee (DDC) Chairperson in Garland, Texas (214-861-2105, only answered when DDC is operational). For more details on requesting state assistance, see Section V.F of the Basic Plan.

**X. ANNEX DEVELOPMENT & MAINTENANCE**

- A. The The Emergency Planning and Response Specialist of the Greenville chapter of the American Red Cross shall serve as the Shelter Officer and shall be responsible for developing and updating this annex. The Hunt County EMC shall be responsible for maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.
- B. This annex will be revised annually and updated in accordance with the schedule outlined in Section X of the Basic Plan.
- C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs covering those responsibilities.

**XI. REFERENCES**

- A. ARC Disaster Services Program, *Mass Care – Preparedness and Operations*, ARC 3031, April 1987.
- B. ARC Disaster Services Program, *Disaster Welfare Inquiry*, ARC 3044, April 1996.
- C. Annex C (Shelter & Mass Care) to the *State of Texas Emergency Management Plan*
- D. Texas American Red Cross home page: [www.redcrosstexas.org](http://www.redcrosstexas.org). This site contains information on the Texas ARC as well as information on the coverage areas for the ARC Chapters as well as addresses and phone numbers for those chapters.

**Appendices:**

- Appendix 1 ..... Reception and Care Facilities
- Appendix 2..... Shelter & Mass Care Documents
- Appendix 3 ..... Hurricane Reception and Care

## RECEPTION AND CARE FACILITIES

- A.** Buildings listed in this appendix have been surveyed for their suitability as temporary reception and care facilities. The buildings surveyed fall into the following categories:
1. Public schools with multi-purpose rooms, showers, and cafeteria facilities.
  2. Church facilities such as parish centers with kitchens.
  3. Clubs operated by fraternal and social organizations that have suitable eating and bathroom facilities.
  4. Governmental or non-profit facilities such as community centers or activity centers for senior citizens.
  5. Governmental and/or public buildings considered being essential operations facilities for managing a crisis, i.e., city halls, courthouses, fire and police stations, and hospitals.
- B.** The following are definitions used in the facilities listing:
1. Estimated Shelter Capacity: The estimated short-term capacity of the facility based on 40 square feet per person.
  2. Estimated Feeding Capacity: The estimated number of people for which the facility can prepare food e.g. three simple meals per day.
  3. Shelter Agreement:
    - a. Indicate the organization the building owner(s) have the shelter agreement with e.g. ARC, TSA, churches, or other volunteer group(s).
    - b. An "N" or a "No" response in this column indicates that the building is not presently covered by a shelter agreement.

## RECEPTION AND CARE FACILITIES LISTING

<u>NAME/ADDRESS</u>	<u>EST. CAP.</u>	<u>EST. FEEDING CAPACITY</u>	<u># OF TOILETS</u>	<u># OF SHOWERS</u>	<u>GENERATOR?</u>	<u>SHELTER AGREEMENT?</u>
Lone Oak High School 8162 Highway 69 South 903-662-0980/0981	700	310	27	12	no	ARC
Boles ISD 7071 FM 2101 903-883-4464	300	300	24	24	No	ARC
Quinlan ISD 401 Panther Path 903-356-2153	200	100	8	8	no	ARC
Lone Oak United Methodist Church 218 Main St. 903-622-5368	25	25	2	0	no	ARC
Greenville / Hunt County YMCA 1915 Stanford 903-455-5405 903-455-5473	N/A	N/A	N/A	N/A	no	ARC
Greenville ISD	N/A	N/A	N/A	N/A	N/A	ARC
Grace Presbyterian Church 1914 Joe Ramsey Blvd 903-454-2240	80	100	6	1	no	ARC
Calvary Baptist Church 130 Lee 903-439-2080	N/A	N/A	N/A	N/A	no	ARC
Cumby Methodist Church Main St. Cumby, TX. 903-662-5368	N/A	N/A	N/A	N/A	no	ARC
Boles ISD 7071 FM 2101 903-883-4464 903-883-2918 903-883-2161	N/A	N/A	N/A	N/A	N/A	ARC



<b>SHELTER &amp; MASS CARE DOCUMENTS</b>
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**STATEMENT OF AGREEMENT  
BETWEEN THE  
AMERICAN RED CROSS – DALLAS AREA CHAPTER  
AND  
THE COUNTY OF HUNT**

FILED FOR RECORD  
at 2:52 o'clock  
AUG 25 2008  
By County Clerk, Hunt County, Tex.  
LINDA BROOKS  
County Clerk, Hunt County, Tex.

**I. Purpose**

This statement defines methods of cooperation, communication and coordination between the American Red Cross – Dallas Area Chapter, and the County of Hunt, relative to emergency/disaster planning, preparedness and emergency/disaster operations. Upon signature execution, this statement should be attached to the County of Hunt's Emergency Operations Plan, Annex C Mass Care and to the American Red Cross – Dallas Area Chapters' Emergency Response Plan.

**II. Responsibilities**

1. The County of Hunt: The County of Hunt, (herein referred to as The County) will endeavor to protect the public and to preserve life and property through specific emergency/disaster preparedness activities and by conducting and coordinating actual emergency/disaster relief operations.
2. The American Red Cross – Dallas Area Chapter: Through its Emergency Planning, Emergency Preparedness and Emergency Response and Recovery programs, the American Red Cross – Dallas Area Chapter, (herein referred to as Red Cross) maintains its capability to take immediate action to provide emergency assistance to any number of people affected by, and emergency workers involved in, disaster or the threat of disaster. Individuals and families who suffer from the effects of disaster may have immediate disaster-caused needs and/or may lack sufficient resources to begin their recovery phase. In times of disaster, the needs of people can be identified by:
  - Emergency Assistance - those of such an urgent need that they must be met immediately.
  - Additional Assistance – those that can be met after appropriate planning has been undertaken by the family and the Red Cross.

In conducting its disaster relief services, the Red Cross represents all people and extends aid in an equitable and impartial manner.

All Red Cross disaster relief assistance is an outright grant made possible by voluntary donations of time and money from the American people.

Disaster victims are responsible for their own recovery, and Red Cross assistance is provided to facilitate and support disaster victims in their recovery.

Assistance is based upon addressing disaster-caused need according to the following criteria:

- Resumption of more normal living
- Verification of immediate need
- Identification
- Disaster-caused damage

The Red Cross disaster relief service is delivered in three phases (where applicable):

- Emergency Mass Care Response – The period where shelters are opened for evacuees, mass feeding is provided, damage assessments are conducted, and bulk distribution of relief supplies are provided for disaster victims.
- Emergency Assistance Response – The period when individuals and families received Red Cross assistance on an individual basis to address their disaster-caused emergency needs.
- Additional Assistance Response – When government assistance and other resources are not available to an individual or family, or when such assistance is not adequate to meet disaster-caused needs, the Red Cross may partner with other agencies to provide additional assistance on an individual case-work basis.

Assistance may include disaster relief funds made available through an American Red Cross Client Assistance Card (cash enabled debit card), and/or Disbursing Order (similar to Purchase Order) for food, clothing, temporary shelter, cooking and eating utensils, bedding supplies, cleaning supplies, linens, and other basic needs. In doing so, the Red Cross utilizes all available resources, including those of the family, if they can be used without causing undue hardship; the resources of federal, state, and local government, and private agencies' disaster relief capabilities, in addition to the resources of the Red Cross.

The Red Cross provides persons affected by emergencies the ability to register with the Red Cross Safe and Well Family inquiry system. Safe and Well provides a system for persons affected to self register and provide messages about their current status to family members. The web site is located at <https://disastersafe.redcross.org/>  
The Red Cross refers families to available governmental resources and, if necessary, assists families in making application for such aid.

Whenever possible, Red Cross assistance is channeled through normal commercial establishments in the community in an effort to help restore the disrupted local economy.

All Red Cross help to the disaster victims is an outright grant. No repayment is required or requested. All Red Cross Disaster Relief supplies, bulk distribution items and other materials are provided at no charge.

### III. Legal Authorities

1. The County conducts its disaster preparedness and operations activities under these authorities:
  - A. Texas Disaster Act of 1975, 64<sup>th</sup> Legislature, Article 6889-7 Vernon's Texas Civil Statutes, now Chapter 418 of the Texas Government Code.
  - B. Robert T. Stafford Disaster Relief and Emergency Assistance Act, (as amended) 42 U.S.C. 5121.
  - C. Texas Government Code, Chapter 418 (Emergency Management) and Chapter 421 (The Homeland Security Act of 2003).
  - D. County Authority/Joint Resolutions (if any):

2. The Red Cross conducts its Emergency Planning, Emergency Preparedness, and Emergency Response and Recovery operations activities under these authorities:

In providing disaster relief, the Red Cross has both a legal and a moral mandate that it has neither the authority nor the right to surrender. The Red Cross has both the power and the duty to act in disaster, and our prompt action is clearly expected and supported by the public.

Red Cross authority to perform disaster services was formalized when the organization was chartered by the Congress of the United States in 1905. Among other provisions, this charter charged the Red Cross—

*to continue and carry on a system of national and international relief in time of peace and apply the same in mitigating the suffering caused by pestilence, famine, fire, floods, and other great national calamities, and to devise and carry on measures for preventing the same.*

-U.S. Congress, Act of January 5, 1905,  
as amended, 36 U.S.C.

Red Cross authority to provide disaster services was reaffirmed in federal law in the 1974 Disaster Relief Act (Public Law 93-288) and in 1988 in the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

The American National Red Cross is a nationwide network of more than 800 chapters and Blood Services regions dedicated to saving lives and helping people prevent, prepare for and respond to emergencies. Led by 1.2 million volunteers and 30,000 employees, the Red Cross annually mobilizes relief to families affected by more than 72,000 disasters, trains almost 12 million people in lifesaving skills and exchanges more than a million emergency messages for U.S. military service personnel and their families. The Red Cross is the largest supplier of blood and blood products to more than 3,000 hospitals across the nation and also assists victims of international disasters and conflicts at locations worldwide.

#### IV. Methods of Cooperation

1. Emergency Planning, Emergency Preparedness, Emergency Response and Recovery.

- A. In order to assure continuity in emergency/disaster planning, disaster preparedness, emergency response readiness, and any other Red Cross program or service, the Red Cross will seek representation from the County for its Community Liaison Committee (usually the County Emergency Management Coordinator or designee). Likewise, the County will seek Red Cross representation on its emergency/disaster planning body.
- B. The Red Cross and the County will share their written Emergency Operations Plans. The Red Cross will provide to the County a digital/electronic copy of its most current Emergency/Disaster Response Plan. The digital/electronic copy will be mailed to the Emergency Management Officer/Coordinator and made available in Adobe Acrobat PDF format on CD.
- C. The County agrees to admit properly identified Red Cross personnel into the disaster impact area to provide Red Cross services.

2. Government Liaison

- A. During disaster operations, the County will provide space within its Emergency Operations Center for a Red Cross Government Liaison.
- B. The Red Cross will assign a Government Liaison to the County's Emergency Operations Center or other command post. Specifically, the Government Liaison will perform as the Red Cross Mass Care, Shelter, Human Services Liaison for the County, and other applicable Red Cross activities during EOC Operations.

3. Emergency Mass Care

- A. Emergency Mass Care – This service involves the coordination of non-medical mass care services to include mass care congregate sheltering of persons displaced by an emergency, organizing of and delivery of feeding operations, providing emergency aid stations at designated Red Cross Service Delivery Sites, collecting and providing information on disaster affected persons to family members (Safe and Well Inquiry), and coordinating bulk distribution of emergency relief items.
- B. The County and the Red Cross will cooperatively conduct and maintain an inventory of all buildings which could potentially serve as mass care shelters.

The County will identify and document facilities (shelter list) that are preferred mass care shelter sites (Church's, Parks and Recreation

Centers, Schools, etc...). The Red Cross will complete a Shelter Agreement with each Facility Owner/Facility. The Red Cross will coordinate and deliver Mass Care and Human Services in accordance with its operations management guidelines, code of conduct, policies and procedures for Disaster Services. This agreement specifically identifies the owner/operator of all County owned facilities identified as available Red Cross shelter facilities. The agreement will also identify Facility Management and Shelter Management use responsibilities, utility costs responsibilities, and other aspects of facility usage. The County and the Red Cross will also complete a Shelter Survey for each identified facility included in the Shelter Agreement (a physical site visit by a Red Cross representative to complete a survey document about each facility).

- C. When the need for mass care shelters occur, the County and the Red Cross cooperatively designate one or more mass care shelter facilities based upon anticipated need.
- D. The Red Cross will retain administrative and financial control of the mass care activities it provides. The Red Cross will assign a Shelter Manager to each Red Cross mass care shelter for this purpose and will assume responsibility for the cost of providing Red Cross shelter and feeding operations.

4. Disaster Damage Assessment

- A. The Red Cross and the County agree to exchange and share residential, road and bridge, utilities affected and other damage assessment information and to conduct assessments cooperatively to the extent possible.
- B. The County agrees to admit properly identified Red Cross personnel into the disaster impact areas for the purpose of conducting Red Cross disaster damage assessments.

5. Direct Assistance to Families

- A. The Red Cross provides direct assistance to disaster victims as defined in Section II Responsibilities, Paragraph 2 above. In carrying out any relief activities, the Red Cross will exercise administrative and financial control over its own operations.
- B. The County will assist the Red Cross in establishing disaster service centers (if Red Cross deems it necessary to open community disaster service centers during or after a disaster) by providing use of County owned facilities as available and requested.

6. Media Public Affairs and Fund Raising: The Red Cross will endeavor to communicate to the public through normal mass media communication activities through our Office of Public Affairs, Communication and Marketing.

The Red Cross Public Affairs Officer will also endeavor to coordinate media messaging with the County Public Information Officer where available. The Red Cross may initiate fund raising activities in the affected areas in accordance with existing fund raising ordinances and agreements.

7. Recurrent Local Disasters

- a. The County will notify the Red Cross (refer to Appendix A - Notification and Contact) of recurrent local disasters (such as house fires, multi-unit apartment fires, or other natural occurring or man made disasters, etc...) where families or individual(s) will require immediate assistance. This form of emergency assistance request is generally conducted by the county Fire Marshal/Department, Sheriff Department/Fire Dispatch system. The Red Cross maintains its national response time of within two hours from initial emergency assistance request notification (see 7-B).
- b. The Red Cross will dispatch its Disaster Action Team to recurrent local disasters within two (2) hours of incident notification to meet the emergency needs of the affected families or individual(s).
- c. The Red Cross will, upon request, provide emergency canteen services to firefighters, and other emergency workers at the scene of recurrent local emergencies or disasters (includes extended law enforcement managed emergencies).

8. Notification and Contact, Modification and Cancellation  
(Reference Appendix A)

9. Coordination and Planning of Assistance under Agreement

The County hereby authorizes and directs its Emergency Management Coordinator and his or her staff, and Red Cross hereby authorizes and directs its designated officers or employee, to mutually plan for, establish, and coordinate the details of implementing and furnishing the services and assistance agreed to be provided in the Agreement.

10. Term, Amendment or Cancellation of Agreement

This Agreement shall continue in effect until terminated by either party hereto, by such party giving the other party thirty days written notice (see Appendix A – Modification and Cancellation contact information). This Agreement's Appendix A shall be reviewed annually and modified as appropriate.

11. Mutual Responsibility and Preservation of Defenses

The County agrees to and accepts full responsibility for the condition and maintenance of its premises, and the acts, negligence and/or omissions of all County's employees and agents, County's subcontractors and/or contract laborers in performing services under this Agreement with the Red Cross. The Red Cross agrees to and accepts full responsibility for negligence, of all Red Cross's employees and agents, performing services under this Agreement which result in Bodily Injury, Death, or Property Damage. It is further agreed that if a claim or liability should arise from the join or concurring negligence of both parties hereto, it shall be borne by them comparatively in accordance with the laws of the State of Texas.

This paragraph shall not be construed as a waiver by either party of any defenses available to it under the laws of the State of Texas including, without limitations, the defense of governmental immunity and the limitations or liability imposed during times of disaster and emergency by applicable laws.

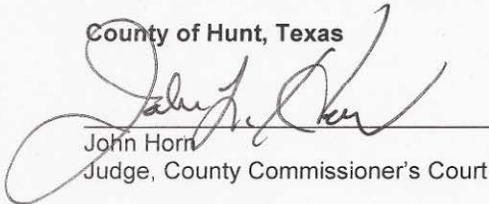
12. Severability

In the event that any portion of this Agreement shall be found to be contrary to law, it is the intent of the parties that the remaining portions shall remain valid and in full force and effect to the extent possible.

**Endorsement**

The undersigned officers hereto are the properly authorized officials and have the necessary authority to execute this Agreement on behalf of the parties hereto and each party hereby certifies to the other that the necessary ordinances, resolutions, orders or other actions extending said authority have been duly passed and are now in full force and effect and, by their signatures hereto, bind themselves to the faithful performance of this Agreement.

County of Hunt, Texas

  
John Horn  
Judge, County Commissioner's Court

Date 8-25-08  
  
Richard Hill  
Fire Marshal, Emergency Management  
Coordinator

Date 9-2-08

**American Red Cross  
Dallas Area Chapter**

  
Stephen Vetrano  
Chief Operating Officer

Date 8/12/08

  
Martin A. Nerren  
Director, Emergency Planning and  
Branch Operations

Date 8/12/08

**HURRICANE RECEPTION & CARE**

There are NO Planned Relocation Sites in Hunt County.