

CARE AND SHELTER ANNEX

MARIN OPERATIONAL AREA EMERGENCY OPERATIONS PLAN



MARCH 2005

**MARIN COUNTY, CALIFORNIA
DEPARTMENT OF HEALTH AND HUMAN RESOURCES
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MARCH 2005

RESOLUTION NO. 2005-80
RESOLUTION OF THE MARIN COUNTY BOARD OF SUPERVISORS

WHEREAS, Marin County's Operational Area Emergency Operations Plan (Plan) has been developed to address the broad needs of the Marin County community in case of emergencies and disasters, including the need to ensure care and shelter services for those displaced and/or otherwise adversely affected by such an event, and

WHEREAS, The Plan provides critical information about the concepts and policies that direct overall preparedness and response activities and the Care and Shelter Annex (Annex) provides additional information specific to care and shelter services, creating a framework for those preparedness and response activities; and

WHEREAS, On March 10, 2005, the County's Disaster and Citizens' Corps Council approved the attached Annex to the Plan, and

WHEREAS, the Care and Shelter Annex to the Marin County Operational Area Emergency Operations Plan supports and will be used in conjunction with that Plan as the Annex provides a framework for preparation and response activities specific to meeting needs for care and shelter services created by emergencies and disasters; and

WHEREAS, the Marin County Sheriff's Office of Emergency Services has delegated responsibility for the update, revision and record of revisions of the Care and Shelter Annex to Health and Human Services' Division of Social Services and the Marin County Board of Supervisors must approve all modifications to this Annex; and

WHEREAS, Marin County will benefit from the County's improved preparedness for and ability to respond to needs for care and shelter services created by emergencies and disasters in the Marin County Operational Area.

NOW, THEREFORE, BE IT RESOLVED that the proposed Care and Shelter Annex be included in Marin County's Operational Area Emergency Operations Plan.

PASSED AND ADOPTED at a regular meeting of the Board of Supervisors of the County of Marin held on this 19th day of July, 2005, by the following vote:

AYES: SUPERVISORS Charles McGlashan, Steve Kinsey, Cynthia L. Murray,
Harold C. Brown, Jr.

NOES: NONE

ABSENT: SUPERVISOR Susan L. Adams



HAROLD C. BROWN, JR.
PRESIDENT, BOARD OF SUPERVISORS

ATTEST:


DEPUTY CLERK

Resolution No. 2005-80
7/19/2005

MARCH 2005

TABLE OF CONTENTS

1. Overview	1
2. Definitions	2
3. Assumptions.....	3
4. Concept of Operations	4
5. Roles and Responsibilities	4
6. Disaster Response Organization	6
7. Preparedness Tasks	8
8. Response Tasks	8
9. Recovery Tasks	9
10. Annex Maintenance	9
11. References.....	10

1. OVERVIEW

This Care and Shelter Annex supports and will be used in conjunction with the Marin Operational Area Emergency Operations Plan (MOA-EOP). This annex outlines concepts and policies that will aid in providing care and shelter services in emergencies and disasters. It is the intent of this annex to create a framework for preparations and response within existing statutory obligations and limitations. This document is not intended to and does not create additional obligations for agencies and organizations involved in providing care and shelter services. It also does not describe specific details of planning and response which are contained in other documents.

For the purposes of this document, the word *agency* refers to a government agency and the word *organization* refers to a non-governmental organization.

Tasks identified in this annex are to be addressed on an as needed basis and are not dependant upon the formal activation of the Marin Operational Area Emergency Operations Center (MOA-EOC). When the MOA-EOC is activated, the responsibilities of the Care and Shelter (C&S) function will be carried out by the MOA-EOC Care and Shelter Branch. Health and Human Services, Division of Social Services (DSS) staffs the position of Operational Area Coordinator for the C&S Branch when the MOA-EOC is activated.

Agencies, organizations, facilities and individuals subject to statutory legal care and custody requirements are statutorily obligated to continue to provide care and custody in emergencies and disasters. When evacuation to a shelter is necessary they retain those obligations and may not delegate them to shelter staff or residents. For example:

- Anyone having care or custody of an elder or dependant adult may not desert or willfully forsake that person (Welfare and Institutions Code 15610). Anyone having such responsibilities must accompany the elder or dependent adult and continue to provide care if evacuation to a shelter is necessary. Abandoned elder or dependent adults will be referred to the County's Adult Protective Services program.
- Children under the age of 18 years are the responsibility of their custodial parents/legal guardians, who must accompany them and continue to provide care and supervision if evacuation to a shelter is necessary. Unaccompanied minors in a shelter will be referred to the County's Children's Protective Services program.
- Licensed care facilities retain responsibility for the care of their clients and must provide staff to accompany them and continue to provide care if evacuation to a shelter is necessary. The State Department of Health Services requires licensed facilities to adopt and exercise a written emergency plan that addresses possible evacuation of their facility (Health and Safety Code 1336.3). Title 22, California Code of Regulations, also requires community care facilities licensed by the state Department of Social Services to have a written disaster and mass casualty plan.

2. DEFINITIONS

Local Jurisdictions

Cities and towns which have statutory obligations and limitations for providing mass care and shelter for their constituents in an emergency or disaster.

Mass Care

The provision of shelter, food, water, sanitary facilities, basic first aid, clothing and other essential services for large numbers of people who have been displaced from their homes or otherwise impacted by an emergency or disaster.

Shelters

Short-term congregate housing which may be established before, during and/or immediately after an emergency or disaster. Shelters remain operational until all persons using the shelter are able to return to their homes or make other arrangements for their housing.

Shelter Populations

The Disaster Manual for Public Health Nursing in California (1996) defines four categories of shelter populations:

1. Individuals requiring professional medical care, special medical equipment and/or continuous medical surveillance.
2. Individuals requiring some medical surveillance and/or special assistance.
3. Individuals who are independent in the pre-shelter state, but might require limited special assistance or surveillance.
4. Individuals capable of providing for themselves.

Special Needs Populations

Individuals who present with issues such as:

- Hearing impairment
- Visual impairment
- Mobility impairment
- Cognitive impairment
- Language differences
- Developmental disabilities
- Medical conditions
- Medical devices
- Mental illness
- Substance abuse
- Cultural differences
- Non-medical dietary needs

These individuals may require specialized assistance such as:

- Adapted facilities
- Medical care
- Medical equipment
- Medication management
- Help with activities of daily living
- Care and supervision
- Specialized transport
- Language translation

3. ASSUMPTIONS

- C&S services may be requested with little notice and some immediacy in an emergency or disaster situation. In events that are highly visible or extensively covered in the media, people may spontaneously evacuate prior to an official recommendation to do so.
- During recommended or spontaneous evacuations, some evacuees may opt for friends and relatives or commercial accommodations rather than a mass care shelter.
- C&S resources may be needed by tourists, visitors and stranded travelers.
- C&S resources in Marin County could be used by evacuees from other counties.
- Agencies and organizations that traditionally respond to emergency situations may assist in mass care and shelter operations.
- A variety of agencies, organizations and groups may independently open shelters and assume full responsibility for them. Some of these agencies, organizations and groups may subsequently request support and resources through the EOC.
- If a major emergency or disaster generates large-scale mass care and shelter operations day-to-day activities at schools, community centers, churches and other facilities used for these operations may have to be curtailed.
- An emergency or disaster could damage government facilities and/or disrupt communication, transportation and utilities. This could result in the loss of, or inaccessibility to, customary operating resources, including critical records.
- The Governor may authorize the use of state military forces to support C&S operations if or when requested.
- Inquiries regarding the welfare of individuals believed to be within the impacted area could begin immediately after the general public is made aware of the emergency or disaster.
- Emergencies or disasters caused by bioterrorism or Weapons of Mass Destruction (WMD) will generate greater needs for health, mental health and security resources in shelters and other mass care facilities. Additional C&S services may be needed to support responders and other workers. There may be requests for C&S services to be delivered in non-traditional settings and creative ways.

4. CONCEPT OF OPERATIONS

The MOA Director of Emergency Services (an appointed member of the County Board of Supervisors) has the authority to act on behalf of the welfare of people, property and the environment in Marin County in an emergency or disaster. In the event of a major emergency or disaster, management of the response effort is coordinated by the MOA Emergency Operations Center (MOA-EOC) under the authority of the Director of Emergency Services.

H&HS will work in cooperation with the American Red Cross (ARC), the Salvation Army (TSA), and other organizations active in disaster and local government jurisdictions to aid in providing C&S services to all those impacted by an emergency or disaster.

Mass care shelters might accommodate some individuals with special needs, however some individuals and/or groups might require other accommodation. H&HS will aid in providing availability of and access to shelter for all impacted individuals and groups. H&HS will utilize the EOC Special Needs Advocate for assistance in developing appropriate shelter options for all those who present with special needs.

H&HS may establish and maintain dedicated special needs shelters and/or temporary infirmaries in mass care shelters to be supported by the ARC according to the H&HS/ARC Statement of Understanding (SOU). In this SOU, H&HS agrees to be responsible for the provision of medical care and surveillance for individuals with significant medical needs (categories 1 and 2) when those needs cannot be met by the person or agency responsible for pre-shelter care. ARC agrees to provide cots, blankets, comfort kits and food. Those with more limited medical and/or other special needs (category 3) may be accommodated in ARC mass care shelters staffed by ARC Disaster Health Services. H&HS and ARC will work cooperatively to provide the care necessary for individuals in this category. Individuals capable of providing for themselves (category 4) may be accommodated in all mass care shelters.

The primary communications link between C&S services providers and the EOC will be by telephone. If telephone services cannot be used effectively, Radio Amateur Civil Emergency Service (RACES) personnel will provide emergency radio assistance.

Resources needed to support C&S services will be requested following California Standardized Emergency Management System (SEMS) protocols.

5. ROLES AND RESPONSIBILITIES

The following list of agencies and organizations describes the roles and responsibilities they may be anticipated to undertake in emergencies or disasters. It is not intended to create new obligations, limitations or responsibilities for the agencies and organizations listed.

American Red Cross (ARC)

ARC is federally mandated to provide mass care and shelter services in emergencies and disasters. ARC may establish and operate mass care and shelter services both independent of and in conjunction with other agencies and organizations. When the MOA-EOC is activated ARC will provide pre-designated, pre-trained representatives to the C&S Branch.

Center for Volunteer and Nonprofit Leadership (CVNL)

As a non-profit community-based organization, CVNL will mobilize emergent volunteer resources. See also the *Marin Operational Area Volunteer Annex*.

Cities and Towns

Local government jurisdictions have the authority and responsibility to act on behalf of the health, welfare, safety and well-being of their constituents, within the framework of their jurisdiction's statutory obligations and limitations. Cities and towns have response mechanisms in place for providing C&S services within their jurisdictions.

Marin County Department of Health and Human Services (H&HS)

H&HS undertakes to assess and respond to the needs of the following people created by potential and/or actual emergencies and disasters:

- Displaced and/or otherwise impacted individuals and groups
- Human services delivery systems
- Special needs populations

H&HS may utilize any or all of the following divisions:

- Administration (ADMIN)
- Alcohol Drug and Tobacco (ADT) - coordinates substance abuse treatment and education
- Community Mental Health (CMHS) - coordinates public mental health services
- Division of Aging (DoA) - coordinates resources and services for older adults
- Division of Health Services (DHS) - coordinates medical /health services and programs
- Division of Social Services (DSS) - coordinates social welfare programs.

Marin County Fire Department (MCFD)

Coordinates with local jurisdictions to assist in providing fire safety inspection of C&S facilities.

Marin County Office of Education (MCOE)

Coordinates with public and private schools for the use of school facilities to support C&S services.

Marin County Sheriff's Office (MCSO)

Coordinates with local jurisdictions to aid in managing evacuations and providing security and law enforcement for C&S facilities.

Marin Humane Society (MHS)

Provides animal welfare services via a Joint Powers Agreement with the County and local jurisdictions.

Marin Interagency Disaster Coalition (MIDC)

As an informal county-wide coalition of agencies and organizations, MIDC will coordinate Marin Community Foundation's disaster funding for its member groups.

Marin County Sheriff's Office of Emergency Services (OES)

Facilitates the integration of C&S planning and preparedness activities within the Operational Area emergency management organization.

The Salvation Army (TSA)

Aids in providing mass care services with an emphasis on feeding and the collection and distribution of donated clothing. TSA also has a reunification program that may be activated for emergencies and disasters.

6. DISASTER RESPONSE ORGANIZATION

Government has the authority to act on behalf of the health, welfare and safety of its constituents. Local jurisdictions have systems in place to fulfill these responsibilities on a day-to-day basis. Emergencies and disasters can overwhelm these systems. When this happens jurisdictions are directed by their statutory obligations and limitations in managing the emergency or disaster response.

When the response capability of local jurisdictions within an Operational Area (OA) is overwhelmed, SEMS calls for the activation of the OA-EOC. Such activation facilitates more efficient management of the emergency or disaster and more effective coordination among responding agencies and organizations.

Operational Area EOC Staffing

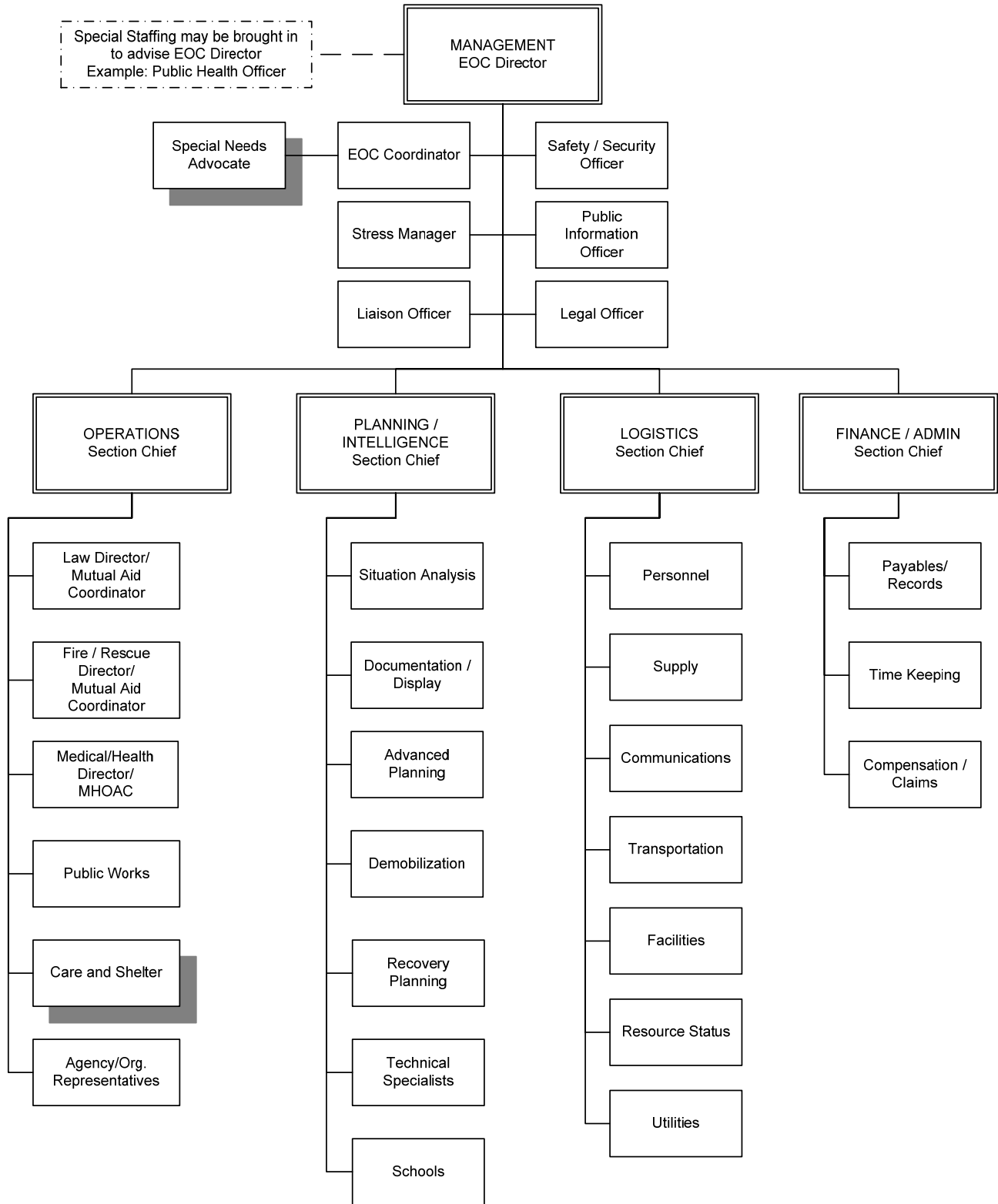
C&S is a branch of the EOC Operations Section. When the Operations Section Chief requests that the C&S Branch be staffed, the positions will be filled by pre-designated, pre-trained members of the DSS staff and ARC representatives.

The Special Needs Advocate reports directly to the EOC Coordinator. The Special Needs Advocate will coordinate with all sections of the EOC to facilitate consideration of special needs in all aspects of the response and recovery planning.

Volunteers

The Governor's Office of Emergency Services manages a Disaster Service Worker Volunteer Program (DSWVP). This program is coordinated within the MOA by OES. DSWVP provides workers compensation coverage through the State Compensation Insurance Fund for properly registered, trained and supervised volunteers working for any government jurisdiction. See also the *Marin Operational Area Volunteer Annex*.

MARIN OPERATIONAL AREA EOC STAFF



7. PREPAREDNESS TASKS

Agency/Organization Information

H&HS will identify key human service agencies and organizations that may have unique needs or offer special resources in emergencies and disasters.

Agencies/Organizations Personnel Training

H&HS will promote and assist with training in emergency preparedness and response for the staffs of agencies and organizations that serve special needs populations.

Client Education

H&HS will provide technical assistance to aid agencies and organizations in providing disaster preparedness education for special needs clients.

H&HS Staff Training

DSS will coordinate with ARC to provide ARC disaster response training for H&HS staff. Classes may include Shelter Intensive, Urban Sheltering, Personal Preparedness, Emergency Assistance to Families, Family Well-Being Inquiry, Disaster Health Services, Disaster Mental Health Services and others.

H&HS Statements/Memoranda of Understanding

H&HS will maintain its Statement of Understanding (SOU) with the American Red Cross to facilitate coordination of C&S response and seek to develop similar understandings with other agencies and organizations involved in emergency and disaster response.

Business/Service Continuity

H&HS will encourage agencies and organizations providing human services to have a plan addressing if and/or how they will deliver their usual and customary services to clients in an emergency or disaster. Selected agencies and organizations may be required to develop and maintain such plans as part of eligibility for grant/contract funds.

H&HS will offer consultation and technical assistance to agencies and organizations providing residential and/or in-home care services to aid them in planning for maintenance of critical services in emergencies and disasters.

8. RESPONSE TASKS

Note: Responsibility lies with the Care & Shelter Branch Coordinator when the Marin Operational Area Emergency Operations Center (MOA-EOC) is activated. Otherwise, H&HS assumes responsibility for the actions listed below.

Initial Actions

When it appears that an emergency or disaster will impact Marin County, agencies and organizations providing human services may begin increased readiness activities such as:

- Briefing management, staff, contractors and vendors
- Placing selected or all staff on stand-by status
- Taking safety precautions for staff and clients
- Pre-positioning personnel, supplies and/or equipment

Mass Care

All jurisdictions have statutory obligations and limitations that address mass care services for their constituents. When the EOC is activated, the C&S Branch Coordinator will support and coordinate mass care services throughout the MOA.

Shelter Operations

When the EOC is activated, the Care and Shelter Branch Coordinator may:

- Activate the H&HS/ARC SOU
- Request assistance from the ARC
- Facilitate resource management
- Maintain oversight of all shelter operations

Oversight may include facilitating appropriate accommodation for special needs populations.

The MOA will use ARC guidelines and procedures as the standard for shelter operations. Exceptions to those guidelines and procedures may be made to accommodate special needs and/or establish designated special needs shelters.

The Care and Shelter Branch Coordinator will facilitate and coordinate the collaboration among all agencies and organizations that have a role in providing C&S services.

Welfare Inquiries

H&HS will coordinate welfare inquiries. ARC is experienced in and has systems in place for collecting, receiving, and reporting information about the status of impacted individuals in disasters and emergencies. H&HS will coordinate with ARC to assist in providing welfare inquiry services. TSA has a reunification program that may be activated.

Sustained Care and Shelter

When sustained C&S operations are necessary, H&HS will continue to aid in coordinating the response efforts of all agencies and organizations providing C&S services.

9. RECOVERY TASKS

H&HS will continue to aid with MOA coordination for C&S recovery as new and continuing C&S issues need to be addressed, such as:

- Returning shelters to their usual and customary uses
- Facilitating transition from shelters to interim and /or permanent housing
- Accessing resources for C&S recovery tasks

10. ANNEX MAINTENANCE

The Marin County Sheriff's Office of Emergency Services delegates responsibility for the update, revision and record of revisions of this Care and Shelter Annex document to Health and Human Services Division of Social Services. This annex may be modified as a result of post-incident analysis and/or post-exercise critiques. It may also be modified if responsibilities, procedures, laws, rules or regulations pertaining to emergency management, mass care or shelter operations change.

Those agencies and organizations listed as having anticipated roles and responsibilities under this annex shall inform H&HS when they are aware that changes need to be made.

The Marin County Board of Supervisors must approve all modifications to this Annex.

11. REFERENCES

American Red Cross Bay Area Chapter/County of Marin Department of Health and Human Services, *Statement of Understanding*, October 1999

American Red Cross Disaster Services, *Shelter Operations Workbook*, August 1996

California Code of Regulations, Title 19, Division 2, Office of Emergency Services, *SEMS Regulations*

California Department of Rehabilitation, *Disaster Preparedness for Persons with Disabilities*, April 1997

California Specialized Training Institute, *Managing Sustained Operations*, January 2001

California Statewide Care & Shelter Committee, *Shelter Manager Action Guide*

County of Marin/Marin Humane Society, *Agreement for Animal Services*, June 2000

Disaster Manual for Public Health Nursing in California, 1996

Marin County OES, *Disaster Service Worker Volunteer Program Administration Manual*, May 2002

Marin Operational Area *Emergency Operations Plan*, May 1999

Marin Operational Area *Volunteer Annex*, TBP

National Organization on Disability, *Guide on the Special Needs of People with Disabilities*, 2002

State of California, *Emergency Plan*, May 1998

State of California, Office of Emergency Services, *Disaster Service Worker Volunteer Program Guidance*, April 2001