



# WRHSAC Local Community Concept of Operations

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**WRHSAC Local Community  
Concept of Operations**

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## **WRHSAC Local Community Concept of Operations**

### **1.0 INTRODUCTION**

The Western Regional Homeland Security Advisory Council (WRHSAC) provides planning, financial, and technical resources to the four western counties of the Commonwealth of Massachusetts: Berkshire, Franklin, Hampshire, and Hampden. Together, these four counties are comprised of 101 Municipalities which range in size from populations of 500 to over 150,000. The recent regional disasters, such as the June 1, 2011 Tornado, Tropical Storm Irene and the 2011 October Snowstorm, severely impacted and challenged the local Municipalities contained within the four counties that comprise WRHSAC to effectively respond to emergency impacts. These recent regional disasters demonstrated how the existence of inadequate staffing and/or regional coordinative capabilities present at the municipal level contributed to a compromised ability to adequately support emergency field operations and response efforts from local emergency operations centers. Although there is no centralized county government in existence, within this area of the Commonwealth three of these counties (Berkshire, Franklin, and Hampshire) have Regional Emergency Planning Committees (REPCs) which coordinate all hazard preparedness and planning; however, these committees have no authority to operate as response entities. Hampden County also has multiple Local Emergency Planning Committees (LEPCs) that represent and provide all hazard preparedness and planning efforts for separate municipalities. Due to the lack of county level government and the presence of multiple emergency planning efforts that are presently undertaken at various local and regional levels, challenges exist pertaining to establishing a uniform governance structure that supports both emergency planning and operations at the regional level.

#### **1.1 PURPOSE**

During an emergency that affects entire Municipalities or Counties, it is very important that all Municipalities and Counties take similar and synchronized actions in response to the emergency. For that reason, the WRHSAC has advocated the development of a common Concept of Operations that will facilitate consistent response actions during a large scale emergency. The overall purpose of a common Local Community Concept of Operations is to provide guidance that will facilitate a more synchronized approach associated with general response actions during a large scale emergency.

#### **1.2 BACKGROUND**

The Draft WRHSAC REOC/MACC Situational Assessment and Feasibility Report serves as a starting point for discussions held amongst the REOC/MACC Project Management Team/Pan Flu Subcommittee. Previously, activities to establish a situational assessment and the feasibility of an REOC-MACC revealed many underlying conditions associated with county government structure, the level of ICS knowledge associated with individual Municipalities and the overwhelming desire of some Municipalities to operate from their own EOCs.

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The consensus approach going forward is to build a strong foundation for County-Based MACCs in Franklin, Hampshire, Hampden and Berkshire Counties, supported by mutual aid agreements. The purpose of County-Based MACCs will be similar to the Concept of Operations exhibited by the Barnstable County REOC, which will include the management of resource coordination, shelter coordination, public information coordination, and situational awareness missions.

In parallel with the development and implementation of the framework to be set forth within the County-Based MACC Concept of Operations, development of a Local Community Concept of Operations would greatly assist the communities in their consistent implementation of key actions such as EOC activation, shelter selection and activation (to include warming centers and overnight shelters) evacuation and requests for resources. The Local Community Concept of Operations will allow communities to operate independently or take advantage of the MACC for assistance once MACCs are operational.

In this manner, although the implementation of a County-Based MACC Concept of Operations may take additional time and effort, communities involved in the current planning efforts will benefit from the common Local Community Concept of Operations designed to help guide their local response, recovery, and protective action implementation efforts. For those reasons the following common Local Community Concept of Operations has been developed to accommodate the various levels of program maturity that exist across the 101 municipalities across the four counties (Berkshire, Franklin, Hampshire, and Hampden) that encompass the WRHSAC region.

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### **1.2 SCOPE**

Every Community is different and each has its own distinct personality based on its geographical, political, social, financial and historical perspective. Some communities and cities located within the WRSHAC region have very sophisticated protocols and SOPs in place, while others have more modest means and would be stretched to accomplish even basic measures and actions. The WRHSAC Local Community Concept of Operations is to apply to all communities, regardless of the difference or level of maturity of presently existing local emergency management programs within the WRSHAC region. The Local Community Concept of Operations establishes a baseline foundation from which all local communities may utilize common and standardized protocols in order to support decisions pertaining to the implementation of protective actions, as well as the activation and operation of both local emergency operations center and local shelter facilities.

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### **1.3 AUTHORITY**

Local communities and their emergency management agencies are authorized to manage and coordinate the response and recovery to emergency events based upon the authority granted to them within Massachusetts General Law (MGL), Chapter 639, the Acts of 1950. Section 13 of this law specifically speaks to the establishment of local emergency management agencies, their duties and the

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powers of political subdivisions during disasters. Section 14 further discusses the ability of local emergency management agencies to render assistance and mutual aid. The WRSHAC Local Community Concept of Operations applies to the actions that individual communities and local emergency management agencies will implement during emergency situations as a means to manage local emergency situations. All actions outlined within this Concept of Operations are applicable and lawful under the authorities granted within MGL, Chapter 639, Acts of 1950.

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### **1.4 PLANNING ASSUMPTIONS AND CONSIDERATIONS**

The following section outlines the various planning assumptions surrounding the design and development of the WRHSAC Local Community Concept of Operations:

- Emergencies regularly occur with Western Massachusetts. Most emergency events are small in nature, however, larger emergency events significantly challenge local and regional response and recovery capabilities.
- Cities and towns located within the WRSHAC region maintain and operate comprehensive emergency management programs. Local emergency management programs are responsible for protecting the life and safety of local populations, infrastructure and the environment. Due to the variance in population, demographics, location, financial, political, and/or other related factors, local emergency management programs existing within and throughout the communities of the WRHSAC region range in maturity, capacity and overall capability.
- Cities and towns would benefit from standardized guidance pertaining to the activation and operation of EOCs and shelter facilities, as well as the implementation of evacuations and the management of resources.
- Implementation of standardized emergency management guidance pertaining to EOCs and shelter facility activation and operation will enhance general understanding and create a baseline level of emergency management proficiency across the WRHSAC region.

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### 2.0 COMMON CONCEPT OF OPERATIONS (CONOPS) - INTEGRATED SEQUENCE OF ACTIONS

#### 2.1 GENERAL

The Local Community Concept of Operations serves as foundational guidance for the integrated sequence of actions that the Municipalities undertake in order to accomplish the following: EOC Activation, Shelter Selection and Activation, Evacuation and Requests for Resources. The Local Community ConOps provides guidance that is intended to facilitate more consistent actions during emergency events. In order to accomplish this objective, the Local Community Concept of Operations must present an integrated sequence of actions that serve to synchronize the activities of each community with regard to key emergency response elements. The following sections of this document provide guidance and key emergency response elements associated with EOC and Shelter Operations to simplify the use of this guidance, the ConOps has been further organized into standalone Attachments that can be used individually or as an integrated set (See Attachment A and Attachment B). Additional guidance has been provided with regard to the implementation of protective action (evacuation specific), as well as the management of resources.

#### 2.2 COMMON CONCEPT OF OPERATIONS - EMERGENCY OPERATIONS CENTER (EOC)

The Emergency Operations Center serves as the community's central point of coordination for disaster response and recovery operations. EOCs are activated for both no-notice and pre-planned events. Local communities implement a variety of activities at EOCs, including activation of facilities, notification, staffing key positions required to support operations, and ultimately demobilizing assets upon effectively stabilizing an incident. Local communities utilize EOCs to coordinate response and recovery efforts, communicate with affected locations and other assisting operations centers, and maintaining situational awareness in order to develop a common operating picture.

##### 2.2.1 EMERGENCY OPERATIONS CENTER (EOC) ACTIVATION

The Emergency Management Director or his/her designee determines the appropriate activation for the EOC. The EOC may be activated in order to coordinate local-level response to an emergency or in response to a large-scale planned event where community resources must be mobilized to ensure health and safety. Typically, three activation levels for the emergency operation are utilized with regards to the magnitude of the emergency. The decision to activate the EOC takes into account the level of emergency that the community is experiencing:

- **Level 3** – Standby/Alert. The emergency involves incidents that can be managed using normal response operations. The EOC is not activated, but appropriate EOC personnel are informed and placed on alert status.
- **Level 2** - Partial Activation. The emergency can no longer be managed using minimal EOC staff. The EOC is partially activated, i.e. some, but not all positions are filled, to coordinate and support the response to the incident. EOC staffing decisions are made by the person fulfilling



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the role of Emergency Management Director and depend on the circumstances surrounding the event.

- **Level 1** - Full Activation. The emergency consists of a major emergency, such as a severe blizzard, hurricane or wild fire event. The EOC is activated in either its primary or alternate location. All or most EOC positions are activated. All emergency personnel should report for duty.

The EMD will determine if the Primary EOC or alternate will be activated for the emergency and should automatically activate the EOC for Level 3 Emergency classifications. All other classification levels require some level of guidance (Mayor, Board of Selectmen, EMD, Fire Chief, Police Chief, etc.) to determine the appropriate level of activation. The EOC cadre proceeds to the EOC as soon as possible upon notification that EOC activation has been ordered. If the EOC is to be evacuated due to building habitability or security issues, or if the EOC is not fully capable of serving as the coordinative point for the community, the EMD will order that the Alternate EOC or other designated location be utilized. When the Emergency Management Team arrives at the EOC, the Emergency Management Director shall determine if the minimum staffing for the EOC is present. When it is, the EMD will declare the EOC operational and assume the responsibilities of the EOC Manager. Because leadership is critical during an emergency, it is desirable to have the EOC fully staffed and operational at the earliest possible moment. Subsequent operational periods will necessitate the need to plan and staff for additional individuals to serve within the role of EOC Manager (i.e. Deputy EMD). Regardless of activation level (2 or 3), the minimal staffing for declaring the EOC Operational is:

- Emergency Management Director
- Operations Chief
- Planning Chief

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### 2.2.2 EOC ORGANIZATION AND STAFFING

Once activated, the EOC is staffed and structured in an organization based on the Incident Command System. ICS provides a flexible and scalable organizational structure for incident management and guides the process for planning, building, and adapting that structure. The Emergency Management Director assumes the role of EOC Manager with responsibility for overall emergency management and functions in a strategic support role rather than an operational mode. When the EOC is declared operational, the EOC Manager assumes responsibility for all emergency management, except for response activities at the incident scene itself, whose boundaries are defined by the Incident Commander (IC). In addition to providing support to the IC, the EOC Manager's roles and responsibilities include overall emergency response, protective action recommendations (PARs), and notifications, as appropriate. Each EOC Section is comprised of specific functions and each Section Chief (Operations, Planning, Logistics and Finance) reports directly to the Emergency Management Director.

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### 2.2.3 EMERGENCY OPERATIONS CENTER OPERATIONS

Once fully activated and operational, local EOCs will undertake a variety of actions and tasks required to coordinate extensive and comprehensive local emergency management operations. These types of activities include but are not limited to:

- Staffing all required EOC primary and support positions
- Maintaining situational awareness and establishing a common operating picture
- Monitoring all incident related communications
- Providing internal and external notifications, including informative situation status updates and/or incident or hazard related information
- Facilitating and implementing protective actions
- Directing and coordinating support required to aid on-scene first responders or to support affected and impacted populations
- Arranging for shelter, housing, and feeding for displaced and/or impacted populations
- Coordinating with other operations centers at the local, regional, state, or federal level as appropriate
- Transitioning from response to recovery operations
- Demobilizing facilities, staff and assets upon incident stabilization

Local Emergency Operations Centers will remain activated for the duration of emergency events and incidents and until stabilization is reached. Extensive EOC operations exist for more complex and larger-scale emergencies.

### 2.3 COMMON CONCEPT OF OPERATIONS - SHELTERING

Sheltering entails a systematic approach that seeks the best and most effective sheltering solution that is commensurate with the sheltering need. That is to say, a sheltering solution will be implemented that requires the least personnel and equipment resources in order to provide the most appropriate aid and comfort to the greatest number of clients. The EMD should determine as quickly as possible if participation in a Regional Shelter will best serve the community based on any of the conditions above. EMD should request the activation of a Regional Shelter in accordance with the **WRHSAC Regional Shelter Plan Template Tool Kit** (under separate cover) for a Regional shelter that is to be operated by regional personnel.

When implementing local shelter operations, EMDs should utilize WRHSAC's Regional Shelter Template Standard Operating Guideline pertaining to the activation and operation of regional shelters. The methodology utilized to plan for and implement regional shelter operations can also be applied at the local level. This document provides further and specific guidance pertaining to the initial assessment of emergency events, risk communication activities, contacting relevant response partners, establishing



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command and control, initiating public information warning, shelter logistical requirements, shelter emergency plans and procedures, and mass care operations and recovery activities.

### **2.3.1 DETERMINE LOCAL SHELTERING NEED**

In accordance with the Regional Shelter Plan, the EMD will assess the emergency situation either in anticipation of or in response to an emergency. Upon recognition of the type of event, as well as the expected or actual impact, the EMD will assess the type of sheltering need that is required to adequately respond to anticipated or actual sheltering needs and services. By appropriately anticipating the correct sheltering need, the EMD can position themselves to select the best and most capable facilities that will operationally meet the sheltering demands placed upon the jurisdiction. In order to assist in the decision making process concerning the determination of need, the EMD will utilize pre-determined triggers that have been established and the types of emergency events, as well as their expected impacts to the community.

### **2.3.2 DETERMINE TYPE OF FACILITY TO ACTIVATE COMMENSURATE WITH LOCAL SHELTERING NEED**

Upon firm establishment of the need to pursue sheltering as a form of protective action for an at-risk or impacted population, the EMD will collaborate with other local public safety and public health officials to determine the type of shelter facility within the jurisdiction that will operationally serve as a best-fit solution to address identified sheltering needs. The EMD may utilize the Guide for Determining the Type of Shelter Facility and the Local Prioritized Shelter List (see below). This tool will assist local decision makers in mapping out the emergency event, with the identified sheltering need, and the specific type of facility required: a Personal Comfort Site, Immediate Shelter, or an Overnight Shelter.

### **2.3.3 SELECT A LOCAL SHELTER FACILITY LOCATION BASED ON IMPACT OF EVENT**

With the determination of the type of facility that will be required to meet identified sheltering needs, the EMD, in conjunction with other local public safety and public health officials, will identify where the specific Shelter facility (Personal Comfort Site, Immediate Shelter, or Overnight Shelter) will be located. The specific location of the shelter facility that is to be activated will depend upon the type of emergency event, as well as the anticipated or actual impact of the emergency event. Additionally, depending on the impacted area or impacted population, multiple shelter facilities within the jurisdiction may require activation (i.e. 2 Personal Comfort Sites, with east and west side operations). Specific locations for shelters should be situated outside of the impacted area, away from evacuation zones but accessible to evacuees, and will not conflict with a facility's non-shelter purpose (i.e. schools).

### **2.3.4 SELECT A LOCAL SHELTER ACTIVATION MODE BASED ON TYPE OF EVENT**

With the determination of the location of the shelter facility that will be required to meet identified sheltering needs, the EMD, in conjunction with other local public safety and public health officials, will now determine the shelter activation mode for the particular event. The EMD may utilize the Shelter Activation Trigger Guide (see Attachment B, Section B.1.6). This tool will assist local decision makers in

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determining the best strategy for conserving and utilizing shelter staff and ensuring that staff are able to mobilize to the shelter. Should it be determined likely that there will be a large number of spontaneous, unaffiliated volunteers (SUV), the EMD will consider the use of the Region 1 SUV Strategy to open a Volunteer Reception Center.

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### **2.3.5 NOTIFY SHELTER AGENCIES TO ACTIVATE LOCAL SHELTER**

In order to appropriately meet the needs of evacuees within impacted Municipalities, staff will be required to support any shelter activation upon its occurrence. Shelter operations and support staff (i.e. Local Board of Health, Building Inspector, Fire Chief, etc.) will be notified by the EMD immediately after a decision has been made concerning the need to activate a shelter has been determined. The mobilization of shelter operations support staff will vary depending upon the type of shelter facility that is to be activated. The EMD will utilize a standardized organizational staffing and resource plan in order to accomplish this task. Through pre-event planning efforts, emergency managers will have identified which staff will operate at Shelter locations dependent on the type of facility, and will have a list of persons to notify. Notification to staff will include the type, time, and location of the shelter facility activation, as well as any particular needs or special requirements as shelter operations begin to commence.

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### **2.3.6 STAFF/OPEN LOCAL SHELTER**

Once the appropriate shelter operations support staff and equipment assets have been fully activated and mobilized, the shelter will formally open to the public. All shelter staff should be trained and knowledgeable of their specific functions that they are responsible for, as well as the organizational and command structure that will be utilized to manage the overall shelter operation. Pre-event planning efforts through training and exercising should have adequately prepared shelter operations staff for the events that will occur during an actual shelter activation. Gaps in shelter staff, services, or equipment should be addressed as much as possible prior to the shelter activation. After staff are in place, the Shelter Manager should conduct a briefing to the staff that will include information pertaining to the emergency event, expected or actual impact to the community, and anticipated evacuee sheltering needs/services. Staff up the shelter organization and brief shelter support personnel on their roles and responsibilities. Identify any shortfalls in personnel or equipment and request the additional resources needed to operate the shelter effectively.

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### **2.3.7 NOTIFY PUBLIC OF LOCAL SHELTER ACTIVATION**

As operations begin to ramp up upon notification to shelter operations and support staff, the EMD will implement formal notification to the public concerning the activation of the shelter. Notification to the public will include the status of the emergency event, the Community's actions, and the location and time in which the shelter facility will be available to the public for the provision of shelter services. Notification will include the types of services that will be made available at the shelter location, as well as friendly reminders to bring key items that individuals with specific needs normally depend upon. In

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order to reach the general population, the EMD may utilize various media outlets for notification through a diverse set of existing public communication capabilities and tools.

### 2.3.8 OPERATE LOCAL SHELTER

Actual shelter activation will occur at the established time set forth by the EMD. Upon the completion of staff and equipment mobilization at the shelter facility, a designated shelter manager will manage all facets of the shelter operation. Evacuees seeking shelter will either self-present or arrive via transportation assistance to the shelter facility. As evacuees arrive, they will be processed via a shelter registration and in-take area, where their additional and/or specific needs will be further noted. Information concerning the emergency event status, services located at the shelter, and/or other relevant information will be passed along to evacuees as they are processed. During shelter operations, activity will continue to be monitored by all shelter staff on an ongoing basis. Any gaps in services or equipment will be monitored, noted, and addressed through appropriate mutual aid channels. Shelter staff will continue to update evacuees of the status of the emergency event, as well as when evacuees will be able to transition back to their homes.

### 2.3.9 DEMOBILIZATION AND RESTORATION OF LOCAL SHELTER

Once an emergency event has stabilized and the need no longer exists to continue shelter operations, the shelter facility will be deactivated and staff will be demobilized. The EMD, in conjunction with town manager and/or elected officials and the shelter manager, will meet prior to the de-escalation of the emergency to determine the appropriate trigger point in which to initiate formal demobilization of the shelter. Once the need to demobilize the shelter has been identified and reached, the shelter manager will announce the plan to demobilize to all staff. Staff will then announce to evacuees still present at the shelter of the plan to deactivate, which will include the time in which deactivation will begin/conclude, as well as continuation of certain services that will be required for evacuees that will need transitional assistance. When demobilization commences, staff will begin to restore the shelter facility to normal operations by breaking down functional service areas, and cleaning the facility.

## 2.4 COMMON CONCEPT OF OPERATIONS - PROTECTIVE ACTION RECOMMENDATIONS (EVACUATION)

During emergency events and responses, EMDs will determine and implement protective action recommendations based upon the emergency situation and projected consequences. Should the EMD determine that an evacuation is the most appropriate protective action recommendation for the emergency, then the EMD should utilize the **Western Massachusetts Regional Evacuation Plan** (under separate cover) for assessing the elements associated with the evacuation and formulating an approach to implementing the evacuation. Once the EMD has formulated an approach to the evacuation and has coordinated the implementation with the appropriate municipal Departments and external agencies (MSP, MassDOT and MEMA), then the EMD should utilize the **Western Massachusetts Emergency Communications Strategies Plan** (under separate cover) to assist in determining the most effective

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inter-agency communications with external emergency responders and emergency communications that can be utilized to communicate with the Public.

### 2.5 RESOURCE REQUESTS

Throughout the emergency, EMDs will assess the efficacy of the response efforts with regards to the needs of the community. If a situation arises where the emergency response effort requires additional resources that are beyond its inventory, capability, or unavailable through local mutual aid, the EMD submit a resource request to the County or to MEMA Region 3/4. When a resource is granted from an assisting entity (County MAC or MEMA Region 3/4), the EMD will deploy and direct the assisting team, equipment, and/or asset to the appropriate mission upon arrival. The EMD will track the status of the resource mission throughout its duration and will coordinate with the resource owner during this process. When the resource is no longer required, the EMD will again coordinate with the resource owner in order to facilitate demobilization and return of the asset or resource.

## ATTACHMENT A

### CONCEPT OF OPERATIONS

#### EOC ACTIVATION AND OPERATION GUIDANCE

The following is general guidance that will allow Municipalities to more consistently activate EOCs in response to emergency events. It is recognized that larger, more capable Municipalities will have EOC activation policies and SOPs that are more sophisticated than the guidance presented.

### A.1.0 EMERGENCY OPERATIONS CENTER (EOC)

The Emergency Operations Center serves as the community's central point of coordination for disaster response operations. The Emergency Management Director or his/her designee determines the appropriate activation for the EOC. The EOC may be activated in order to coordinate Community-level response to an emergency or in response to a large-scale planned event where Community resources must be mobilized to ensure health and safety. Municipalities activating EOCs may find useful guidance utilizing the following sequence of activities associated with this CONOPs:

- EOC Activation Levels
- EOC Organization and Staffing
- EOC Activation
- Alternate EOC Activation
- Declaring the EOC Operational
- Emergency Protective Actions
- Termination of the Emergency and Recovery Operation

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**A.1.1 EOC ACTIVATION LEVELS**

Typically, three activations levels for the emergency operation are utilized with regards to the magnitude of the emergency. The decision to activate the EOC takes into account the level of emergency the Community is experiencing:

**Level 1 – Standby/Alert.** The emergency involves incidents that can be managed using normal response operations. The EOC is not activated, but appropriate EOC personnel are informed and placed on alert status.

**Level 2 - Partial Activation.** The emergency can no longer be managed using minimal EOC staff. The EOC is partially activated, i.e. some, but not all positions are filled, to coordinate and support the response to the incident. EOC staffing decisions are made by the person fulfilling the role of Emergency Management Director and depend on the circumstances surrounding the event.

**Level 3 - Full Activation.** The emergency consists of a major emergency, such as a severe blizzard, hurricane or wild fire event. The EOC is activated in either its primary or alternate location. All or most EOC positions are activated. All emergency personnel should report for duty.

**The following are examples of emergency conditions and their respective EOC activation levels:**

Event/Situation Examples	Activation Level
<ul style="list-style-type: none"> <li>• Severe Weather Advisory</li> <li>• Moderate incidents involving 2 or less departments</li> <li>• Localized utilities failures</li> <li>• Hazardous Material spill/release (Minor)</li> <li>• Transportation accident involving HAZMAT</li> </ul>	<b>1</b>
<ul style="list-style-type: none"> <li>• Hazardous Material spill/release</li> <li>• Large incidents involving 2 or more Departments</li> <li>• Extended Community-wide Utility Outages</li> <li>• Wildfire threatening segment of Community</li> </ul>	<b>2</b>
<ul style="list-style-type: none"> <li>• Major or regional emergency with multiple or all departments with heavy resource involvement</li> <li>• Hazardous Material spill/release</li> <li>• Hurricane or Blizzard affecting Entire Community</li> <li>• Major wildfire</li> </ul>	<b>3</b>

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The EMD continuously assesses/re-assesses the emergency conditions to determine any changes that may warrant escalation to a higher emergency level. The Operations Section and Planning & Intelligence Sections will provide initial and real-time information related to the emergency and recommendations as to the appropriateness of the current emergency classification. The EMD may upgrade the declared Emergency Level if conditions deteriorate. However, if the conditions of the event have stabilized or diminished, the Emergency Level should not be downgraded unless the initial classification level was in error. The declared Emergency Level remains in effect until the emergency is terminated.

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### A.1.2 EOC ORGANIZATION AND STAFFING

Once activated, the EOC is staffed and structured in an organization based on the Incident Command System. ICS provides a flexible and scalable organizational structure for incident management and guides the process for planning, building, and adapting that structure. Personnel assigned to the EOC are organized as follows: Each EOC Section is comprised of specific functions and each Section Chief reports directly to the Emergency Management Director. There are five sections within the EOC:

#### MANAGEMENT SECTION:

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The Emergency Management Director (EMD) has overall responsibility for the management of all emergency activities, including development, implementation, and review of strategic decisions. The EMD also designates a leader for each of the other Sections, depending on the character and scale of the emergency. Within the EOC Management Section are the key decision-makers during an emergency.

##### ***EOC Manager***

The Emergency Management Director assumes the role of EOC Manager with responsibility for overall emergency management and functions in a strategic support role rather than an operational mode. When the EOC is declared operational, the EOC Manager assumes responsibility for all emergency management, except for response activities at the incident scene itself, whose boundaries are defined by the Incident Commander (IC). In addition to providing support to the IC, the EOC Manager's roles and responsibilities include overall emergency response, protective action recommendations (PARs), and notifications, as appropriate.

#### OPERATIONS SECTION:

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Represents the field emergency response (Incident Command) and support organizations — the actual on scene emergency responders directly supporting field activities. The field response elements are responsible for the implementation of field operations and management of staffs assigned to response roles. The majority of communications from the incident scene and field comes into the EOC Operations Section, which includes information from:

- Incident Command Post (ICP)
- Department Operation Centers
- Communications (Dispatch)
- Care and Shelter

***Operations Section Chief*** - Direct report to the Emergency Director, responsible for:



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- Ensuring direct communications are maintained between EOC and Incident Command and affected field organizations.
  - Ensuring IC and affected facilities have adequate support
  - Tracking status of all field operations (including ICP response)
  - Managing all EOC Operations Section activities
  - Coordinating (act as liaison) with other EOC Sections
  - Managing multi-department field response
  - Providing/coordinating operational Mutual Aid
  - Handling multi-agency coordination

### PLANNING SECTION:

Responsible for receiving, evaluating, and analyzing all disaster information and providing updated status reports to EOC Management and field operations. Responsible for the action planning function within the EOC, providing, in conjunction with EOC Management, concise overview and direction for each operational period. Also responsible for damage assessment and developing specialized technical/consequence assessments of the event. This EOC section collects, analyzes and displays information, assesses consequences of the emergency events, including hazardous materials releases, develops action plans for emergency response actions, provides status reports to the EMT, manages WebEOC and gathers the requests for resources to be made to the County, WRHSAC or to the MEMA Regional Office.

#### ***Planning Section Chief - Direct report to the Emergency Director***

##### **Responsible for:**

- Managing and ensuring that the responsibilities of the Planning/Intelligence Section are carried out, to include:
  - collecting, analyzing, validating and displaying situation information;
  - conducting consequence assessment
  - gathering situation status, damage assessment and self-help information
  - overseeing the development of EOC Incident Action Plans;
  - conducting Advance Planning activities and reports;
  - documenting and maintaining files on all EOC activities;
  - assisting with Recovery Planning activities.
- Acting as a liaison with Operations, Logistics, and Finance & Administration EOC Sections
- Briefing the Emergency Management Director on all action plans, and keeping him/her informed of significant issues
- Managing the Web-based EOC information system, resource requests, and developing reports for the EMD about events in the surrounding area.

### LOGISTICS SECTION:

Responsible for procuring supplies, personnel, and material support necessary to conduct the emergency response (e.g., additional personnel call-out, equipment acquisition, lodging, transportation,

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food, etc.). This section is also responsible for computer and communication support within the EOC. This EOC section is responsible for providing the resources and equipment needed to support the EOC and field operations during the emergency, and for ensuring that communications systems needed for the emergency response are operational.

The Logistics Section is managed by the Logistics Section Chief. The Chief is responsible for determining who is needed to assist him/her in this support role, and ensuring those specialist personnel are contacted and brought into the EOC to provide assistance.

### ***Logistics Section Chief - Direct report to the Emergency Director***

Responsible for managing and ensuring that the responsibilities of the Logistics Section are carried out, to include:

- Contacting/activating the staff necessary to support the event
- Procuring and ensuring delivery of all resources to support EOC and field operations
- Coordinating personnel and emergency hires
- Overseeing the operation of EOC Communications/Information Systems
- Coordinating ad hoc specialist employees that may be contacted to support Logistics include equipment & supplies, food & water, personnel & volunteers, and transportation & vehicles.

### **FINANCE AND ADMINISTRATION SECTION:**

Responsible for cost accountability and risk management. They document expenditures, purchase authorizations, damage to property, equipment usage, vendor contracting, developing, submitting, and tracking cost accounting documentation both during and after the emergency. This section is responsible for the financial and accounting aspects of emergency response, including funding authorization for activities based on fiscal analysis. The Finance and Administration Section is managed by the Finance and Administration Section Chief. The Chief is responsible for determining who is needed to assist him/her in this support role and ensuring those specialist personnel are contacted and brought into the EOC to provide assistance.

### ***Finance and Administration Section Chief***

Direct report to the Emergency Director, responsible for managing and ensuring that the responsibilities of the F&A Section are carried out, to include:

- Accounting of all emergency expenses
- Fiscal analysis to determine total expenses, funding authorization, and funding sources
- Activation of emergency financial support to employees
- Acting as a point of contact for legal issues
- Point of Contact for Human Resource policy and procedure issues
- Focal point for any necessary and/or required FEMA documentation

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### **A.1.3 EMERGENCY OPERATIONS CENTER ACTIVATION**

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The EMD will determine if the Primary EOC or alternate will be activated for the emergency.

	If the following occurs:	Then perform the following:
A.13a	EOC is operational and capable of sustained activation.	Continue with Step A.1.3 and activation of primary EOC.
A.13b	EOC is <u>not</u> operational or capable of serving as the coordination point. < OR > Emergency conditions dictate that the EOC must be evacuated.	Direct the activation of the appropriate alternate EOC Step A.1.4.  Continue with EOC activation, once alternate EOC has been staffed and activated.

The EOC cadre proceeds to the EOC as soon as possible upon notification that EOC activation has been ordered and performs the following upon arrival in the EOC:

- Sign in, report to assigned position or receive position assignment.
- Obtain position binders and logs, as applicable.
- Verify equipment operability and report inoperable equipment and/or missing supplies to the EOC Coordinator.
- EMD ensures sufficient staffing of their EOC section(s) by the following:
  - Verifies the call-in of individuals for the EOC cadre positions
  - Monitors progress of EOC staffing.
  - If any positions have no one reporting, the EMD should attempt to contact individuals in those positions to ensure all needed positions are filled.
  - Status of EOC section staffing
  - Status of EOC communications equipment operability

**A.1.4 ALTERNATE EMERGENCY OPERATIONS CENTER ACTIVATION**

If the EOC is to be evacuated due to building habitability or security issues, or if the EOC is not fully capable of serving as the coordinative point for the Community, the EMD will order that the Alternate EOC or other designated location be utilized. The following guidelines will be followed in utilization of the Alternate EOC:

- A safe route from the EOC to the Alternate EOC (or designated location) will be verified with Police.

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- The EOC Staff/EMT will take pertinent information with them (i.e., Checklists, Logbooks and any associated information)
- EMD and Logistics Lead will go to the Alternate EOC or designated location once a route is approved and begin set-up prior to arrival of the EOC cadre.
- The Emergency Management Director will ensure sign-in sheets are taken to the Alternate EOC or designated location and a roll-call will be performed to verify that all EOC/EMT personnel have arrived safely to the new location
- The WebEOC<sup>®</sup> in the primary EOC will remain on, and an entry will be made indicating that the EOC has been evacuated to the Alternate EOC or other designated location
- Once the EOC cadre has arrived and is ready to assume duties at the Alternate EOC or designated location, the following actions will be taken:
- Entry will be made in WebEOC<sup>®</sup> (if available) that the Alternate EOC or designated location is activated and all future EOC contact is to be directed to the new location
- All positions should indicate in their Logbooks that operations have been moved to the Alternate EOC or designated location

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### A.1.5 DECLARING THE EOC OPERATIONAL

When the Emergency Management Team arrives at the EOC, the Emergency Management Director shall determine if the minimum staffing for the EOC is present. When it is, the EMD will declare the EOC operational and assume the responsibilities of the EMD. Because leadership is critical during an emergency, it is desirable to have the EOC fully staffed and operational at the earliest possible moment.

The EMD ensures the following are in place or performed before declaring the EOC operational:

- The following EOC positions are staffed at a minimum:
  - Emergency Management Director
  - Operations Chief
  - Planning & Intelligence Chief
  - Web Info Operator
- The following activities are performed at a minimum:
  - Event status briefing obtained from the Operations Section Chief.
  - IC briefed on EOC readiness by the Operations Section.
  - IC has made formal transfer of EMD responsibilities including any protective actions onsite.
  - The EMD declares the EOC operational and performs the following:
    - ✓ Declares to the IC and the EOC cadre that the EOC is operational and notes the time on the EMD position log and the date and time of EOC activation are entered in Web Info system.
    - ✓ Ensures a briefing to the EOC cadre is performed by Section Chiefs.

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**Note: The goal is to have the EOC declared “Operational” within sixty (60) minutes from time of initial call-out. Depending upon the nature and extent of the event, the EMD may authorize specific positions to stand down.**

Regardless of activation level (2 or 3), the minimal staffing for declaring the EOC **Operational** is:

- Emergency Management Director
- Operations Chief
- Planning & Intelligence Chief

The EMD should automatically activate the EOC for Level 3 Emergency classifications. All other classification levels require some level of guidance (Mayor, Board of Selectmen, EMD, Fire Chief, Police Chief, etc.) to determine the appropriate level of activation.

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### A.1.6 EMERGENCY PROTECTIVE ACTION RECOMMENDATIONS (EVACUATION)

The EMD performs continuing emergency assessments in consultation with the Planning & Intelligence Section Chief and Operations Section Chief for mitigating events and protective actions and further assessment based upon field monitoring results, release information, and meteorological conditions for hazardous material/ radiological releases.

- The Operations Section Chief, if necessary will provide initial and real-time information related to the emergency and recommendations as to the appropriateness of the current protective actions and protective action recommendations.
- Planning & Intelligence Chief(s) assist the EMD with assessing emergency conditions and emergency event classification.
- EMD ensures that, at a minimum, the following are considered:
  - Protective Actions Recommendations (Shelter or Evacuate)
  - Personnel accountability
  - Mitigation activities

The EMD determines and makes protective action recommendations based upon the emergency situation and projected consequences. Should the EMD determine that an evacuation is the most appropriate protective action recommendation for the emergency, then the EMD should utilize the **Western Massachusetts Regional Evacuation Plan** for assessing the following elements associated with the evacuation and formulate an approach to implementing the evacuation:

- Area(s) to be Evacuated
- Municipal Evacuation Routes
- Natural Features (rivers, lakes, flood zones, etc.)
- Population Clusters
- Major Employers
- Special Facilities (Nursing homes, Hospitals, Long Term Care facilities, etc.)
- Special Need Population (Elderly, visually impaired, hearing impaired, limited English proficiency, etc.)

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- Mobility Impaired Population (physically and economically)
- Notifications to MSP, MassDOT and MEMA
- Traffic Congestion Points and Identified Bottlenecks
- Transportation Options

**Note: The Western Massachusetts Regional Evacuation Plan contains contact information for every community within Berkshire, Franklin, Hampden and Hampshire Counties, as well as municipal maps, evacuation routes, listing of special facilities, contact information to other agencies, transportation options and the primary regional shelters for each County.**

Once the EMD has formulated an approach to the evacuation and has coordinated the implementation with the appropriate municipal Departments and external agencies (MSP, MassDOT and MEMA), then the EMD should determine the most effective inter-agency communications with external emergency responders and emergency communications that can be utilized to communicate with the Public such as:

- Public Alert System
- Mass Media Outlets
- Municipal Website and Social Media
- Local Variable Message Signs

**Note: The Western Massachusetts Emergency Communications Strategies contains information regarding the existing Emergency Responder Interagency Communications Systems, as well as methods for communicating to the Public.**

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### A.1.7 RESOURCE REQUESTS

Throughout the emergency, the EMD will assess the efficacy of the response efforts with regards to the needs of the Community. If a situation arises where the emergency response effort requires additional resources that are beyond its inventory or capability, the EMD will make a resource request to the County, the Regional Council or to MEMA Region 3/4. The following are the actions for making resource requests to the County, the Western Regional Homeland Security Advisory Council or the MEMA Regional Office:

- Resource Requests to the County
  - The EMD may make the resource request to the County and provide the following information:
    - ✓ Resource needed and the mission for which the resource will be utilized
    - ✓ Exact location to where resource will be delivered
    - ✓ Contact information of the resource requestor
  - County will fill the resource request, if the resource is available.



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- Resource Requests to MEMA Region 3/4 - Resource requests to the MEMA Region 3/4 Office will be made as follows:
  - The EMD may make the resource request to the MEMA Community Liaison embedded at the EOC or the assigned Community Liaison at the Region 3/4 Office and provide the following information:
    - ✓ Resource needed and the mission for which the resource will be utilized
    - ✓ Exact location to where resource will be delivered
    - ✓ Contact information of the resource requestor
  - MEMA Community Liaison will forward the resource request to the Resource Intake Specialist at the MEMA Regional Office, if Region is unable to fulfill resource request, it will be forwarded to MEMA State EOC for fulfillment.

See MEMA Resource Request Flow Chart below.



### A.1.8 TERMINATION OF THE EMERGENCY AND RECOVERY OPERATION

Prior to event termination, when the emergency event is nearing “stabilization”, the EMD will begin the transition process from emergency response to recovery operations. This involves determining an appropriate recovery process and delegating a Recovery Manager to ensure the emergency has been stabilized the following process/criteria should be utilized:

Incident Commander:

If the following conditions at the incident scene are met:

- Emergency event is stabilized
- Any plumes have dissipated
- No further releases are anticipated
- No further response support is required from mutual aid agencies
- Control of the area for hazards, hazardous materials, or law enforcement concerns is established or no longer required.

The IC will then review conditions at the event scene and, if appropriate, will recommend conclusion of incident command activities. The IC will notify the EMD if the conditions at the incident scene have decreased to non-emergency levels and the EMD should consider termination of the emergency.

Emergency Management Director:

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Following the IC's recommendation for termination, the EMD terminates the emergency response and begins recovery operations. The EMD should also confer with:

- Town manager and/or elected officials
- Emergency Management Team (EMT)
- Community Departments and Public Safety Agencies including Law enforcement agencies with jurisdiction for crime scene investigations, depending on type of event.

EMD should proceed with emergency termination process, as follows:

- Designate a Recovery Manager, if not done previously, based on the type and scope of the recovery actions needed.
- Designate key Recovery Team personnel.
- Reconfirm with the IC and affected agencies that the emergency is to be terminated.
- Terminate the emergency, log the time and inform all agencies.
- Deactivate the EOC
- Following termination of the emergency, assist in preparation of the EOC After-Action Report (AAR)

### Recovery Operations:

The goal of the recovery effort is to return the Community and affected areas to normal operations following the termination of emergency response. As noted above, the EMD will transfer control of the event to the Recovery Manager upon termination of the emergency.

*NOTE: Operational Emergency Recovery activity may continue beyond the conclusion of IC activity at the scene or Termination of the Emergency. Law Enforcement events may require extensive coordination with State and Federal agencies to preserve the incident scene and consequent investigation. This recovery activity will be under the direction of the Recovery Manager with actions being carried out through the Recovery Team.*

The Recovery Manager will be responsible for overall management of the recovery process and will be responsible for overseeing development of a recovery plan as well as coordination of the implementation of the recovery plan.

Following termination of the Emergency and establishment of the Recovery Team, the EMD should perform the following:

- Develop a recovery plan with input from the Recovery Team.
- Proceed with recovery activities as defined in the recovery plan including methods for protecting workers and the general public.

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Since the EOC may need to be available for any subsequent emergencies and activation, recovery operations management will be conducted from a location selected by the EMD. The Recovery Manager, in coordination with appropriate Departments, should become the focal point for the development of information to be disseminated to local organizations, MEMA, and Federal organizations regarding the emergency status and recovery operations. Recovery planning status information for the public will be released at the Joint Information Center (JIC).

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### A.1.9 DEVELOPMENT OF AFTER ACTION REPORTS

After the documentation has been collected from the EOC cadre following the termination of the event, the EMD for the event should develop an After-Action Report. In order for this report to be most effective, the report should be developed no later than sixty days following the termination of the event.

The After/Action Report serves the following important functions:

- Identification of problems/successes during emergency for training purposes.
- Analysis of the effectiveness of Emergency Plan and SOPs.
- Describes and defines a plan of action for implementing and improvements
- Source for documentation of future response or drill/exercise activities.

**ATTACHMENT B**

**CONCEPT OF OPERATIONS**

**SHELTER SELECTION, ACTIVATION AND OPERATION GUIDANCE**

The following is general guidance that will allow Municipalities to more consistently select and activate shelters in response to emergency events. It is recognized that larger, more capable Municipalities will have Shelter activation policies and SOPs that are more sophisticated than the guidance presented.

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***B.1.0 SHELTERING***

Sheltering entails a systematic approach that seeks the best and most effective sheltering solution that is commensurate with the sheltering need. That is to say, a sheltering solution will be implemented that requires the least personnel and equipment resources in order to provide the most appropriate aid and comfort to the greatest number of clients. Municipalities implementing a sheltering approach may find useful guidance utilizing the following sequence of activities associated with this CONOPs:

- Determine Local Sheltering Need
- Determine Type of Facility To Activate Commensurate with Sheltering Need
- Select a Shelter Facility Location Based on Impact of Event
- Select a Shelter Activation Mode Based on Type of Event
- Notify Shelter Agencies to Activate Local Shelter
- Staff/Open Local Shelter
- Notify Public of Local Shelter Activation
- Operate Local Shelter
- Demobilize and Restore Shelter Facility

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***B.1.1 LOCAL SHELTERING***

Local sheltering consists of employing shelters within a single jurisdiction and utilizes three types of facilities to provide sheltering services that are commensurate with the sheltering need. Those facilities are:

- Local-initiated Personal Comfort Sites - These local sites provide a very basic level of services including temporary comfort services for clients who are still staying in their homes, but may need to drop in for warming/cooling, clean showers, clean water, ice, charging stations, some food, etc.
- Local-initiated Immediate Shelters - These local sites provide a more substantial level of services including immediate and very short term shelter services for clients who may have lost their homes to an event such as an apartment complex fire.

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- Local-initiated Overnight Shelters - These local jurisdiction sites provided the most substantial level of services including full functional sheltering services needs such as overnight dormitory, food services and medical services for clients who cannot stay in their homes.

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### B.1.2 REGIONAL SHELTERING

Regional Sheltering provides services at a regional level and is most often utilized in response to the emergencies with the following conditions.

- A federal or state-declared emergency that necessitates regional sheltering
- A large event that impacts multiple Municipalities in the region
- A situation where local municipalities have exhausted local sheltering resources and cannot meet the needs of the sheltering population

The Regional Shelter facilities are:

- Sub-Regional (or Local Initiated Multi-Community Shelters) – Regional shelter facilities which offer sheltering services and support to evacuees for multiple jurisdictions whose populations have been impacted by an emergency event. These sites are operated by local and regional emergency response officials and organizations.
- Regional Shelters - These regional sites provide the most substantial level of services including full functional sheltering services needs such as overnight dormitory, food services and medical services for clients who cannot stay in their homes. These facilities are activated and operated by local and regional emergency response officials and organizations.
- State Initiated Regional Shelters (SIRS) – Regional facilities activated and operated by the Massachusetts Emergency Management Agency and the American Red Cross. Like Regional Shelters, SIRS offer substantial level of shelter services, however, these facilities are operated by the State and the ARC, as opposed to local and regional emergency response personnel and organizations.

The EMD must determine as quickly as possible if participation in a Regional Shelter will best serve the Community based on any of the conditions above. EMD should request the activation of a Regional Shelter in accordance with the **WRHSAC Regional Shelter Plan Template Toolkit** (under separate cover). If operating and/or managing a Regional Shelter, EMDs must utilize WRHSAC's **Regional Shelter Template** (under separate cover) as a means to direct planning and operations of the Regional Shelter facility.

**Note: The WRHSAC Regional Shelter Plan Template Tool Kit contains a Regional Shelter Plan Concept of Operations, Regional Shelter Template Job Action Sheets, Standard Operating Guidelines and Shelter Forms, Maps and Lists.**

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**INTEGRATION OF AMERICAN RED CROSS SHELTERING MODELS WITH SHELTER FACILITY TYPES**

The American Red Cross (ARC) is commonly involved in local and regional sheltering efforts across the Commonwealth during emergency events. Currently, the ARC follows a four model shelter classification system.

- ARC Model 1 – Officially declared ARC Shelter sites that are administrated, controlled and operated by the ARC. The ARC retains fiscal responsibility for all shelter facility operating expenses. Liability is a shared responsibility with the Community in which the shelter facility is located. A formal Agreement (Agreement to Use) is executed between the ARC and the Community for usage of the facility.
- ARC Model 2 – ARC Shelter facilities that are offered in partnership and cooperation with a local Community. The ARC retains fiscal responsibility and will cover all facility operating expenses. Administration and operations of the shelter remain as ARC functions, however liability is again shared with the Community.
- ARC Model 3 – Shelter facilities that are supported by the ARC through the provision of support services to assist the Community. Municipalities retain administrative control and will conduct shelter operations, while the ARC mission revolves around providing support to the Community where gaps in staff/equipment/service may exist. The ARC will assist with expenses supporting the operation of the shelter, and liability is shared with the Community.
- ARC Model 4 – Shelter facilities that are independently managed by individual Municipalities in which no Red Cross support (operationally or fiscally) is provided. These facilities are administered and operated by a Community and/or agency operating the shelter facility on behalf of the Community. All operational expenses, fiscal accountability, liability, and branding are responsibilities of the specific community and/or agency operating the shelter.

The following is a tabular representation of the Red Cross Shelter Model classification system:

<b>Red Cross Shelter Models</b>				
	Model 1	Model 2	Model 3	Model 4
Functions	Red Cross Shelters	Red Cross / Partner Shelters	Red Cross Supported Shelters	Independently Managed Shelters



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Administrative Control	Red Cross	Red Cross	Community	Community
Operations Expenses	Red Cross	Red Cross	Red Cross Assisted	Community
Disaster Code of Conduct	Yes	Yes	Yes	No
Branding	Red Cross Only	“In Cooperation with”	“Supported by Red Cross”	Community
Liability	Shared	Shared	Shared	Community
Reporting and Communication	Yes	Yes	Yes	No
Agreement to Use	Standard Red Cross Shelter Agreement	Welcome Letter of Agreement and Standard Red Cross Shelter Agreement	Shelter Support Services Agreement for Community Agencies	None

Due to the integral role that ARC plays into shelter activations and mass care missions, it is necessary to understand and demonstrate how the ARC Model classification system integrates into Shelter Facility Types.

- Local PCS and Local Immediate Shelter Facilities are consistent with ARC Model 4.
- Local Overnight and Regional Overnight Shelter Facilities are consistent with ARC Model 1, Model 2, and Model 3.

A general understanding of how the ARC classifies shelter sites may help clarify where shelter operations will operate in a parallel manner. Local PCS and Local Immediate Shelter facilities are operated solely at the local level. Increased ARC participation, partnership, and operational support will occur at Local Overnight and Regional Overnight Shelter facilities (ARC Model 1-3) that have been appropriately

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assessed and determined to demonstrate compliance with the facility criteria required for facility designation as an Overnight Shelter (Local or Regional).

**B.1.3 DETERMINE LOCAL SHELTERING NEED**

The EMD will assess the emergency situation either in anticipation of or in response to an emergency. Upon recognition of the type of event, as well as the expected or actual impact, the EMD will assess the type of sheltering need that is required to adequately respond to anticipated or actual sheltering needs and services. By appropriately anticipating the correct sheltering need, the EMD can position themselves to select the best and most capable facilities that will operationally meet the sheltering demands placed upon the jurisdiction. In order to assist in the decision making process concerning the determination of need, the EMD will utilize pre-determined triggers that have been established and based on general understandings of types of emergency events as well as their expected impacts to the community. The EMD may utilize a Shelter Needs Assessment Decision Table Guide (see below), to best determine the need to provide some level of shelter.

Incident Type	Impact on Area	Impact on Sheltering Demand
Flood	High water resulting in public evacuating from homes.	Localized incident may result in low number of clients.
Tornado	High winds resulting in downed power lines and damaged homes.	Localized incident may result in low number of clients.
Hurricane	High winds and coastal flooding conditions.	Large area incident may result in high number of clients overall, requiring overnight shelters.
Snowstorm/Ice Storm	Heavy snow or ice on power lines and tree limbs resulting in loss of power.	Sustained loss of power during <32 degrees conditions may result in high number of clients, requiring overnight shelters.

**B.1.4 DETERMINE TYPE OF FACILITY TO ACTIVATE COMMENSURATE WITH LOCAL SHELTERING NEED**

Upon firm establishment of the need to pursue sheltering as a form of protective action for an at-risk or impacted population, the EMD will collaborate with other local public safety and public health officials to determine the type of shelter facility within the jurisdiction that will operationally serve as a best-fit solution to address identified sheltering needs. The EMD may utilize the Guide for Determining the Type of Shelter Facility and the Local Prioritized Shelter List (see below). This tool will assist local decision makers in mapping out the emergency event, with the identified sheltering need, and the specific type of facility required: a Personal Comfort Site, Immediate Shelter, or an Overnight Shelter.

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<b>Type of Facility and Capability</b>	<b>Functions Provided</b>	<b>Condition for Activation</b>
<b>Personal Comfort Site (PCS)</b> <ul style="list-style-type: none"> <li>■ Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>■ Temporary comfort</li> <li>■ Cooling or heating</li> <li>■ Water</li> <li>■ Basic food/snacks</li> <li>■ Charging stations</li> </ul>	<ul style="list-style-type: none"> <li>■ Extreme heat</li> <li>■ Extreme cold</li> <li>■ Temporary loss of utility to public</li> </ul>
<b>Immediate Shelter</b> <ul style="list-style-type: none"> <li>■ Backup power</li> <li>■ Accessibility</li> <li>■ Parking</li> </ul>	<ul style="list-style-type: none"> <li>■ Immediate and short-term shelter services</li> <li>■ Water, food</li> <li>■ Charging stations</li> </ul>	<ul style="list-style-type: none"> <li>■ Temporary and short-term residential displacement</li> <li>■ Temporary loss of utility to public</li> </ul>
<b>Overnight Shelter</b> <ul style="list-style-type: none"> <li>■ Backup power</li> <li>■ Accessibility</li> <li>■ Parking</li> <li>■ Dormitory</li> <li>■ Kitchen</li> <li>■ Medical support</li> </ul>	<ul style="list-style-type: none"> <li>■ Comprehensive shelter services</li> <li>■ Water, full meals</li> <li>■ Charging stations</li> <li>■ Dormitory</li> <li>■ Shower facilities</li> <li>■ Full medical support</li> </ul>	<ul style="list-style-type: none"> <li>■ Moderate to long-term residential displacement</li> <li>■ Moderate to major residential destruction</li> <li>■ Extended loss of utility to public</li> <li>■</li> </ul>
<b>Regional Overnight Shelter</b> <ul style="list-style-type: none"> <li>■ Backup power</li> <li>■ Accessibility</li> <li>■ Parking</li> <li>■ Dormitory</li> <li>■ Kitchen</li> <li>■ Medical support</li> </ul>	<ul style="list-style-type: none"> <li>■ Comprehensive shelter services</li> <li>■ Water, full meals</li> <li>■ Charging stations</li> <li>■ Dormitory</li> <li>■ Shower facilities</li> <li>■ Full medical support</li> </ul>	<ul style="list-style-type: none"> <li>■ Moderate to long-term residential displacement</li> <li>■ Moderate to major residential destruction</li> <li>■ Extended loss of utility to public</li> </ul>

**B.1.5 SELECT A LOCAL SHELTER FACILITY LOCATION BASED ON IMPACT OF EVENT**

With the determination of the type of facility that will be required to meet identified sheltering needs, the EMD, in conjunction with other local public safety and public health officials, will identify where the specific Shelter facility (Personal Comfort Site, Immediate Shelter, or Overnight Shelter) will be located. The specific location of the shelter facility that is to be activated will depend upon the type of emergency event, as well as the anticipated or actual impact of the emergency event. Additionally, depending on the impacted area or impacted population, multiple shelter facilities within the

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jurisdiction may require activation (i.e. 2 Personal Comfort Sites, with east and west side operations). Specific locations for shelters should be situated outside of the impacted area, away from evacuation zones but accessible for evacuees, and will not conflict with a facility’s non-shelter purpose (i.e. schools).

- Select a shelter facility that is least impacted by the event (outside of evacuation area, accessible by evacuees, etc.)
- Select a shelter facility that will least conflict with the facility's non-shelter purpose (school) after event has passed

A map of the Community and surrounding area may be utilized by the EMD to assist in this particular task, which will provide enhanced decision making and the ability to avoid loss scenarios associated with selecting facility locations that do not appropriately address shelter needs and operational capability in relation to event impact.

**B.1.6 SELECT A LOCAL SHELTER ACTIVATION MODE BASED ON TYPE OF EVENT**

With the determination of the location of the shelter facility that will be required to meet identified sheltering needs, the EMD, in conjunction with other local public safety and public health officials, will now determine the shelter activation mode for the particular event. The EMD may utilize the Shelter Activation Trigger Guide (see below). This tool will assist local decision makers in determining the best strategy for conserving and utilizing shelter staff and ensuring that staff are able to mobilize to the shelter.

Incident Type	Shelter Activation Mode	Reason/Basis of Trigger
Flood	Response Sheltering Mode	Shelter is activated in response to an actual need. Activation triggered in response to a need in order to conserve resources and mobilize staff to the shelter after the sheltering needs have been created by the impact of the event.
Tornado	Response Sheltering Mode	
Hurricane	Anticipatory Sheltering Mode	Shelter is activated in anticipation of an actual need. Activation triggered prior to event in order to mobilize staff to the shelter ahead of anticipated impact such as road closures, power outages, etc.
Snowstorm/Ice Storm	Anticipatory Sheltering Mode	

**B.1.7 NOTIFY SHELTER AGENCIES TO ACTIVATE LOCAL SHELTER**

In order to appropriately meet the needs of evacuees within impacted Municipalities, staff will be required to support any shelter activation upon its occurrence. Shelter operations and support staff will

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be notified by the EMD immediately after a decision has been made concerning the need to activate a shelter has been determined. The mobilization of shelter operations support staff will vary depending upon the type of shelter facility that is to be activated. The EMD will utilize a standardized organizational staffing and resource plan in order to accomplish this task. Through pre-event planning efforts, emergency managers will have identified which staff will operate at Shelter locations dependent on the type of facility, and will have a list of persons to notify. Notification to staff will include the type, time, and location of the shelter facility activation, as well as any particular needs or special requirements as shelter operations begin to commence.

### B.1.8 STAFF/OPEN LOCAL SHELTER

Once the appropriate shelter operations support staff and equipment assets have been fully activated and mobilized, the shelter will formally open to the public. All shelter staff should be trained and knowledgeable of their specific functions that they are responsible for, as well as the organizational and command structure that will be utilized to manage the overall shelter operation. Pre-event planning efforts through training and exercising should have adequately prepared shelter operations staff for the events that will occur during an actual shelter activation. Gaps in shelter staff, services, or equipment should be addressed as much as possible prior to the shelter activation. After staff are in place, the Shelter Manager should conduct a briefing to the staff that will include information pertaining to the emergency event, expected or actual impact to the community, and anticipated evacuee sheltering needs/services. Staff up the shelter organization and brief shelter support personnel on their roles and responsibilities. Identify any shortfalls in personnel or equipment and request the additional resources needed to operate the shelter effectively. The shelter staff, shelter support personnel, public safety partners may be utilized in support of the following functions:

- Shelter Registration and In-take Processing
- Assessment and Provision of Special and Functional Needs
- Facilitation of Evacuee Reunification
- Provision of Dormitory and Housing Services
- Provision of Food and Beverage Services
- Volunteer and Donations Management
- Social and Community Program Services
- Health/Medical Support Services
- Animal/Pet Shelter Support Services
- Law Enforcement Support Services
- Transportation Support Services
- Management, request and acquisition of Shelter Resources

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### B.1.9 NOTIFY PUBLIC OF LOCAL SHELTER ACTIVATION

As operations begin to ramp up upon notification to shelter operations and support staff, the EMD will implement formal notification to the public concerning the activation of the shelter. Notification to the public will include the status of the emergency event, the community's actions, and the location and time in which the shelter facility will be available to the public for the provision of shelter services. Notification will include the types of services that will be made available at the shelter location, as well as friendly reminders to bring key items that individuals with specific needs normally depend upon. In order to reach the general population, the EMD may utilize various media outlets for notification through a diverse set of existing public communication capabilities and tools such as:

- Media outlets such as radio and television
- City and Town websites and social media
- Portable Variable Message Sign (PVMS) strategically positioned in city or town

Utilizing the above mechanisms, the EMD should provide the appropriate information to the public such as:

- Location of shelter
- Time when shelter will be available to the public
- Transportation services available to assist public to the shelter
- Services available at the shelter

### B.1.10 OPERATE LOCAL SHELTER

Actual shelter activation will occur at the established time set forth by the EMD. Upon the completion of staff and equipment mobilization at the shelter facility, a designated shelter manager will manage all facets of the shelter operation. Evacuees seeking shelter will either self-present or arrive via transportation assistance to the shelter facility. As evacuees arrive, they will be processed via a shelter registration and in-take area, where their additional and/or specific needs will be further noted. Information concerning the emergency event status, services located at the shelter, and/or other relevant information will be passed along to evacuees as they are processed. During shelter operations, activity will continue to be monitored by all shelter staff on an ongoing basis. Any gaps in services or equipment will be monitored, noted, and addressed through appropriate mutual aid channels. Shelter staff will continue to update evacuees of the status of the emergency event, as well as when evacuees will be able to transition back to their homes. Based on the type of facility selected to be activated functions may include:

- **Shelter Registration and In-take Processing**
  - Set up and implement the Shelter Registration and In-Take Area equipment and support utilizing pre-determined staffing models.
  - Receive and process evacuees as they self-present at the shelter location.
  - Triage any medical, special, functional, law enforcement specific, language, pet/animal, and/or other identified needs.

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- Provide media and public information to evacuees so that they remain informed of the current emergency situation and the types of services that are available at the shelter location.
- Integrate law enforcement services into the registration and in-take area as needed/required.
- Conduct a resource gap analysis and request additional mass care/emergency resources or support, as needed and identified via the registration and in-take processing.
- **Assessment and Provision of Access and Functional Needs**
  - Provide for replacement or loaned durable medical equipment if needed.
  - Provide for additional assistance due to limited English language ability and/or access or functional need.
  - Provide care to individuals unable to care for themselves until reunification or other options become available.
  - Support service animal areas and feeding.
  - Arrange and provide resource/supplies for special dietary needs, as needed.
  - Provide para-transit transportation resources, as needed.
  - Provide information in alternative formats on access and functional needs support available and on impact area conditions and status to those in shelters, medical facilities, and in the community.
  - Track evacuees with medical, special, and/or functional needs who transfer from a medical institution to a General Population Shelter, transitional sheltering or interim housing to ensure they are in the system to receive assistance.
- **Facilitation of Evacuee Reunification**
  - Upon registration, identify with evacuees if any family members or friends have gone missing. Record information pertaining to missing persons.
  - Coordinate within shelter to determine if missing parties are already present within the existing shelter.
  - Coordinate with other shelters to determine if missing parties self-presented at separate shelter.
  - Coordinate with law enforcement personnel in order to broadcast information regarding missing parties.
  - Utilize ARC Evacuee Reunification checklist and coordinate with the ARC for support and information sharing concerning missing persons.
- **Provision of Dormitory and Housing Services**
  - Deploy dormitory/housing equipment to dormitory/housing space within shelter (cots, blankets, pillows, other comfort items, etc) upon activation of the Overnight or Regional Shelter.
  - Identify and support evacuees with dormitory/housing needs and assist as needed.
  - Provide public information, including situational updates to affected populations that have been impacted. Include a timeline for returning to their homes, if available.

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- Coordinate and integrate outside mass care/emergency assistance resources in local/regional operations as determined by need or identified resource gaps.
- **Provision of Food and Beverage Services**
  - Utilize kitchen area to provide food and beverage services for evacuees.
  - If kitchen area is not available, contact a feeding provider (NGO, feeding/catering vendor)
  - Deploy kitchen or catering services, including staff required to support this operation during the emergency event.
  - Coordinate with feeding providers for kitchen sites and support resources if any gaps are identified.
  - Provide public information on the location, hours, and process followed for the feeding schedule.
- **Volunteer and Donations Management**
  - Activate donations and volunteer management process (receipt, distribution, storage, disposition, processing, electronic tools, inventory system, accounting, etc.).
  - Utilize previously identified areas for storage (for solicited or unsolicited donations).
  - Provide public awareness of donations and volunteer needs during emergency events. Include information, mechanism, and process for donating and volunteering.
  - Coordinate with MEMA, Red Cross, and VOAD during emergency events concerning assistance/guidance on management of volunteers/donations.
  - Coordinate transportation, feeding, medical and/or other support required for volunteers.
- **Social and Community Program Services**
  - Provide crisis counseling and referral services to long-term behavioral and mental health resources during and after an emergency event.
  - Provide community information, such as laundry facilities, pharmacies, employment, schools, transportation, social services, faith-based organizations, banking, financial assistance, and support groups. This will be important for evacuees that are unfamiliar with the area in which they are currently seeking shelter and/or if their previous homes have become uninhabitable due to damage caused by the emergency.
  - Direct evacuees to social/human service agencies for replacement of identification and transfer of pre-existing benefits and services (e.g., Social Security, food stamps, driver's licenses, etc.).
  - Contact local law firms and legal services organizations to seek support in donated time and services to legal clinics prior to an emergency and offer these services to clients upon initiating case management at the shelter.
- **Health/Medical Support Services**
  - Activate health and medical teams to support evacuees upon shelter activation.
  - Ensure health department inspections of shelter and feeding sites are conducted.
  - Provide information on local healthcare resources to self-evacuees upon completing registration.



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- Activate and utilize a transportation plan for moving evacuees to hospitals, medical shelters or other healthcare facilities.
- Request and coordinate the need for additional health/medical support services as needed.
- Coordinate and transfer medical records.
- Review medical and mortuary support system for surge capacity/needs.
- Provide expanded behavioral and mental health support.
- Communicate regarding health issues at shelter facilities.
- Coordinate with local jurisdiction for medical transitional shelters and/or interim short term housing (e.g., nursing homes, long-term care facilities).
- Coordinate to track evacuees who leave hospitals and other healthcare facilities to make sure they are connected to benefit resources.
- Locate, set up, and stock specialty care sites (e.g., palliative care, hospice care, morgue, and family assistance center).
- Coordinate medical transport resources (e.g., quantity, type, location, capacity).
- Coordinate care of service animals in shelters and/or facilities.
- Activate pharmacy support and requests.
- Ensure health department inspections of sheltering and feeding sites are conducted.
- Coordinate with impact area for medical records transfer
- **Animal/Pet Shelter Support Services**
  - Provide technical assistance, resource coordination, and management of a variety of response activities targeted to handle animal issues prior to and during emergency events.
  - Provide for pet evacuation, sheltering, and unification with owners.
  - Provide pet care, which may include support of owner-based pet care.
  - Manage aggressive household pets.
  - Track and reunify household pets with their owners.
  - Provide veterinary care throughout response and recovery operations to animals.
  - Dispose of deceased animals.
  - Dispose of abandoned and/or unclaimed animals.
  - Transfer household pet records upon the return of pets to their owners.
  - Quarantine animals identified as having infectious diseases or that have bitten people.
  - Request for animal/pet support as needed.
  - Provide basic household pet supplies and tracking equipment.
  - Initiate setup of household pet shelters and deploy necessary resources.
  - Coordinate transportation of household pets to appropriate shelter facilities as needed.
  - Coordinate transportation of household pets from shelter facilities to owners during reunification.
  - Disseminate to the public household pet reunification information and requirements.
  - Provide fostering and adoption information to the public for unclaimed or abandoned animals after a pre-determined waiting period and efforts to reunite owners and household pets.

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- **Law Enforcement Support Services**
  - Determine if local law enforcement services will be required at the shelter prior to shelter activation. Coordinate law enforcement operations at sites sheltering or processing evacuees.
  - Conduct facility screening, secure the perimeter, control access and evaluate the need for a roving patrol and monitor community influence in and around shelter.
  - Screens evacuees for security issues, possession of illegal drugs, etc.
  - Utilize a badging/credentialing system if needed.
  - Manage the collection/securing of weapons and illegal drugs, if applicable.
  - Implement procedures for managing evacuees subject to judicial and/or administrative orders restricting their freedom of movement (e.g., parolees, sex offenders, individuals with outstanding warrants). Conduct criminal history records search as needed.
  - Integrate any additional local, state, federal or National Guard resources into shelter operations as needed or required. Request additional and/or alternative law enforcement services to be stationed at the shelter.
  - Request and coordinate with local emergency management regarding the need for additional security support.
- **Transportation Support Services**
  - Notify and activate transportation resources required for support upon activation of the shelter.
  - Arrange for transportation for transportation-assisted evacuees. This may be from an emergency impact or non-emergency impact area of operations.
  - Coordinate with law enforcement function concerning any road closures and traffic patterns.
  - Provide for return/re-entry upon emergency stabilization and/or shelter demobilization.
- **Management, request and acquisition of Shelter Resources**
  - Deploy resources based on need, type of shelter facility being activated, and functional resources that will be present at the shelter.
  - Utilize best practice resource checklists that were developed in shelter pre-planning efforts.
  - Monitor equipment usage, restock as needed.
  - Identify resource shortfalls and gaps.
  - Notify local emergency management.
  - Request mutual aid support through established mutual air partners and/or MEMA.

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### B.1.11 DEMOBILIZATION AND RESTORATION OF LOCAL SHELTER

Once an emergency event has stabilized and the need no longer exists to continue shelter operations, the shelter facility will be deactivated and staff will be demobilized. The EMD, in conjunction with town manager and/or elected officials and the shelter manager, will meet prior to the de-escalation of the emergency to determine the appropriate trigger point in which to initiate formal demobilization of the shelter. Once the need to demobilize the shelter has been identified and reached, the shelter manager

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will announce the plan to demobilize to all staff. Staff will then announce to evacuees still present at the shelter of the plan to deactivate, which will include the time in which deactivation will begin/conclude, as well as continuation of certain services that will be required for evacuees that will need transitional assistance. When demobilization commences, staff will begin to restore the shelter facility to normal operations by breaking down functional service areas, and cleaning the facility.