

# REGIONAL SHELTER PLAN TEMPLATE

9/18/2012

**Concept of Operations** 

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The Western Regional Homeland Security Advisory Council (<a href="www.wrhsac.org">www.wrhsac.org</a>) and the Regional 1 Public Health Coalitions provided funding and support for this project.

# Plan Purpose and Authority

The purpose of this document is to provide the municipalities of [Your Region] with a plan for regional sheltering so that they can provide the essential emergency services associated with regional emergency sheltering operations. The objectives of this plan include:

- Meet the public health and safety jurisdictional roles
- Clearly outline the responsibilities of all participating entities
- Ensure the ability of participating entities to address the public health, medical, behavioral health and sheltering needs of the region
- Provide a tool for participating entities to use, review and revise as needed to provide essential regional shelter services during the event of a disaster

The region is vulnerable to the following hazards: prolonged power outages due to weather emergencies such as snow or ice storms, hurricanes, dam failure, flood, hazardous materials release, and attacks using or potentially using chemical, biological, radiological, or nuclear weapons or explosives. Any one of these hazards could result in the need for regional mass care and sheltering.

This plan is consistent with the National Incident Management System (NIMS) and complements the (Community Emergency Management Plan (CEMP). It is compliant with the Americans with Disabilities Act (ADA). Persons with access and functional needs must have access to mass care programs, services, and facilities.

# **Definitions**

Region: For the purposes of this plan, a "region" encompasses [Insert Area Here], including [Number] of municipalities.

Regional Shelter: A regional shelter is opened within the first 72 hours of an event. It is designed to provide temporary shelter from one - thirty days; but generally from five - seven days. The shelter is intended to provide the following essential universal services for the entire affected population:

- Feeding
- Dormitory/temporary housing
- Basic medical/behavioral health services
- Supply distribution
- Safety and security
- Universal design to accommodate those with access and functional needs
- Accommodation for service animals and pets
- Pet shelters are ideally collocated near regional shelters

Sub-regional Shelter: This multi-jurisdictional shelter serves a contiguous group of communities within the region.

Local Shelter: a shelter located in a single community designed to serve people from that community

Transitional shelter: personal care stations/warming/cooling shelters:

Pet Shelter: shelter designed to house and feed pets including mammals, reptiles, birds and insects. Ideally, the pet shelter is co-located with the shelter, but may be off site.

# **Assumptions**

- 1. The [Regional Shelter Entity] will have trained staff and volunteers to manage and operate shelters.
- 2. Private non-profit organizations and community-based organizations that normally respond to disaster situations will do so e.g. Medical Reserve Corps, Community Emergency Response Teams (CERT), American Red Cross, Salvation Armey, and, the faith community.
- 3. Neighborhood organizations and local groups, and individuals, some without training, will emerge to provide care and shelter support, independent of local government.
- 4. The duration and scope of government involvement will be responsive and proportionate to the severity and duration of the event.
- 5. The percentage of the impacted population seeking shelter during an emergency is dependent on the incident. Based on the experience of the American Red Cross, approximately 10- 15% of the impacted population will seek shelter or sheltering assistance.
- 6. Depending on the incident, a percentage of the population seeking shelter will have access and functional needs. Individuals in need of additional assistance may include the people who are:
  - seniors
  - medically fragile or dependent
  - limited English proficiency or with other language capability
  - limited mobility or hearing or vision impairment
  - unaccompanied minors
- 7. Household pets may be co-located in close proximity to shelters (see Pet Shelter Plan) when this capability exists. Service animals remain with the persons to whom they are assigned throughout every stage of emergency assistance and are allowed in the human shelter. Service animal owners are expected to help care for their animals.
- 8. Mutual aid agreements have been established across the Commonwealth. These will be used as part of regional shelter operations. Depending on the scope of the event, State and Federal emergency agencies will also be available to assist.

# Participating Municipality Endorsements

The following municipalities have given the [Regional Shelter Entity] authority for planning, opening, managing, and demobilizing Regional Emergency Shelters. [Complete the Memoranda of Understanding of the Regional Shelter Plan (See Form)]. Complete one for each participating municipality. Attach in Appendix A.

Municipa	al Partners	

# Plan Development and Maintenance

The [Regional Shelter Entity] is responsible for the maintenance, revision, and distribution of the Regional Sheltering plan and any subsidiary plans and tools. This includes the Standard Operating Guidelines, Job Action Sheets and Supply/Equipment spreadsheet. The Regional Shelter Planning Committee should establish a recurring process to review, update and revise the shelter plan. The [Regional Shelter Entity] will assess the need for revisions annually and make revisions at least once every two years (or sooner) in case of the following:

- A change in operational resources
- A formal update of planning guidance or standards
- A change in elected or appointed officials
- A plan activation or major exercise

A combination of training, exercises and real-world incidents will be used to determine whether the goals, objectives, decisions, actions and timing outlined in the plan lead to a successful response. After Action Reports and Improvement Plans should guide plan revisions.

# Plan Activation

### **TRIGGERS**

Situations that could lead to a decision to activate the Regional Shelter Plan include:

- A federal or state-declared emergency that necessitates regional sheltering
- A large event that impacts multiple communities in the region
- A situation where local municipalities have exhausted local sheltering resources and cannot meet the needs of the sheltering population
- [Add additional identified triggers]

### AUTHORITY TO REQUEST OPENING A REGIONAL SHELTER:

A regional shelter is opened, only at the request of the [Regional Shelter Entity].

A municipality may ask the [Regional Shelter Entity] to open a regional shelter. The request can be verbal, but should be followed with a request signed by an appointed or elected official, who is authorized to request the activation and to commit municipal resources.

The following entities have the authority to request the [Regional Shelter Entity] to open a regional shelter:

Incident Commander
Regional Shelter Supervisor
Emergency Operations Center
Emergency Management Director
Massachusetts Emergency Management Agency (MEMA)
Municipal Official with the authority to expend municipal funds

# AUTHORITY TO OPEN THE SHELTER:

A regional shelter is opened by the municipality in which it is located. The host municipality will follow its own policies and procedures for opening the shelter in coordination with the [Regional Shelter Entity].

The municipality and the [Regional Shelter Entity] will choose which regional shelters to open based on the:

- Type of event (flooding, power outage, biochemical release, etc.)
- Anticipated need for sheltering
- Length of sheltering
- Resources available for sheltering
- Selected Regional Shelter Locations

# Regional shelter locations

# CRITERIA FOR SELECTING REGIONAL SHELTERS

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The following criteria were used to select re	egional emergency shelter locations in [Region]:
☐ No one required to cross a river	☐ Co-locate, but separate FNSS, medical and feeding services
☐ Avoid transportation choke points	☐ Generator accessibility to power entire facility
☐ Space for co-location of pets	☐ Additional buildings or wings on the camps
☐ Population density	☐ Preference of municipal officials, including EMD
☐ ARC designation/ shelter survey	☐ Showers, bathrooms, hygiene facilities
☐ Not in a flood plain	☐ Ability to shelter 500+ people at 20 square feet per person
☐ Close proximity to a hospital	☐ Adequate parking
☐ Building security	☐ Other (specify)

The following table lists all regional shelter locations. Add rows as needed.

	Li	st of Region Indica	nal, Sub-   ate Shelte	Ŭ			Iters	
•Pri	mary ∙Al		•Sub-regi	٠,			isitional	<ul><li>Animal</li></ul>
Туре	Issues	Facility Name	Capacity	Shelter L	ocation & Co	ontact	Local EN	1D & Contact
					·			

The following table lists regional shelters appropriate for a variety of emergencies.

Shelters Appropriate During Specific Emergencies			
Event	Regional Shelter Best Suited	Shelter Name	
Flooding	Identify the shelters that are out of the floodplain		
Extended power outage	Identify the shelters that have generators		
Biochemical	Dependent on impact area		
Tornado/Hurricane	Dependent on impact area		
Heavy snow/ice	Dependent on impact area		
Mass receiving	Identify the shelters close to the state borders		
Other (Specify)			

# REGIONAL SHELTER LOCATIONS WITH EVACUATION/TRANSPORTATION ROUTES, HOSPITALS ETC.

Replace the example map below with one for the [Region] shelter area. Include shelters, evacuation/transportation routes, hospitals, and other important landmarks.



# LOCATION SPECIFIC INFORMATION

After choosing regional shelter locations, the Regional Shelter Team conducts assessments. Maintain documentation about each shelter location in Appendix B, along with detailed information about the shelter. Include:

List of Shelters: Form

Shelter Assessment: Form

American Red Cross Shelter Surveys

• Facility Use Agreements: Form

Contact Information: Form

# Shelter Equipment Supplies and Staffing

### SHELTER SUPPLIES

# Locations of Regional Sheltering Supply Caches in Western Massachusetts

The Western Regional Homeland Security Advisory Council (WRHSAC) has purchased equipment and supplies for regional use in Western Massachusetts. These are available to first responders and municipalities on a first-come, first-served basis. Refer to the "Resource Guide for Available Emergency Equipment and Supplies in Western Massachusetts" for additional information. An electronic copy can be found at:

http://www.wrhsac.org/Docs/Resource%20Guide\_Final\_Revised\_12-28-2011%20(2).pdf

The list of equipment is found in the Forms File. Additionally, an Excel spreadsheet includes a list of suggested supplies and equipment for children and adults, including those with access and functional needs.

### STATE RESOURCES

When regional shelter supplies are insufficient, the Massachusetts Emergency Management Agency (MEMA) is responsible for allocating resources.

Procedure: Only the Regional Shelter Manager, Incident Commander, Regional Emergency Operations Center or regional Multi-Agency Coordination Center (MACC) may request resources.

Contact the ESF 6 desk at the Massachusetts Emergency Management Agency (MEMA) in Framingham, MA. At (508) 820-2000.

### MEMORANDA OF UNDERSTANDING

The [Regional Shelter Entity] has entered in to agreements with a variety of supply, equipment and service providers. Sample MOUs and lists of suggested MOUs are found in the Form section.

Complete the summary tables and keep in Appendix A.

### **STAFFING**

Suggested staffing levels are found in the Forms section.

The Regional Shelter Team has established a Shelter Management Team composed of trained credentialed professionals, familiar with shelter facilities and specialized components of shelter management. Shelter Support Team includes subject Matter Experts. Choose all that apply.

Public health

Child care

Pharmacist

Mental health

Child trauma

Doctor

Nursing

Food services

Universal Design

Building and Fire Inspectors

Other

The Western Incident Management Team may also be available to provide support.

Western Massachusetts has many dedicated volunteers belonging to the Medical Reserve Corps, Community Emergency Response Teams, Disaster Animal Response Teams, Behavioral Disaster Response Teams, American Red Cross, Salvation Army and the faith community. Maintain a list of Memoranda of Understanding with these groups is in Appendix A.

# Financial Protocols, Emergency Plans, Policies and Procedures

# **ESTIMATE SHELTER COSTS**

Expect regional shelter costs of \$3000-\$5,000 per day (without donations). The American Red Cross model estimates that 10-15% of the evacuated population will seek shelter. The average cost per person per day is \$25 (excluding donations).

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Experied Regional Sherier of	J313 13 /0 A C311111a1CU	DODUIATION INDACTED V 252

Expense	Cost
Food	\$15
Dormitory and Comfort Supplies:	\$3
HVAC and Electricity	\$3
Cleaning and Sanitation	\$2
Miscellaneous	\$2
Total	\$25.00

# MUNICIPAL EXPENSES

To expend emergency funds in excess of those budgeted; municipalities usually make local disaster/emergency declarations. The Chief Elected Official, in coordination with the local Emergency Management Director generally makes the declaration. Municipal Finance Boards/Departments can help facilitate tracking and processing purchase orders and invoices and determine methods of financing the emergency operation.

### REIMBURSABLE EXPENSES

Reimbursement for expenses incurred during shelter operations is allowed, if there is a declared emergency (by the Governor's Office or FEMA, through FEMA's <u>Public Assistance Grant Program</u>. Reimbursement is allowable only by the municipality impacted by the emergency. Volunteer time can be used to offset required matching funds, so tracking everyone's time and other donations is important. The Finance Manager needs to work closely with the EOC/Incident Commander and impacted communities to ensure compliance with all reporting and record keeping requirements.

Pets and Animals: State and local governments that shelter affected populations from areas with declared disasters can seek reimbursement for <u>eligible household pet and service animal-related costs</u> through FEMA. The PETS Act establishes that eligible reimbursement costs for expenses to set up and operate household pet shelters, including veterinary care and animal care staff costs.

[The Regional Shelter Entity] will work with the State government to submit all appropriate documentation for reimbursement of household pet sheltering and will refer to FEMA Disaster Assistance Policy 9523.19 for detailed information regarding reimbursement of sheltering of household pets.

<sup>&</sup>lt;sup>1</sup> http://www.fema.gov/government/grant/pa/9523\_19.shtm

### REVIEW SHARED COST AGREEMENTS

The following cost sharing agreement has been negotiated with municipal partners:

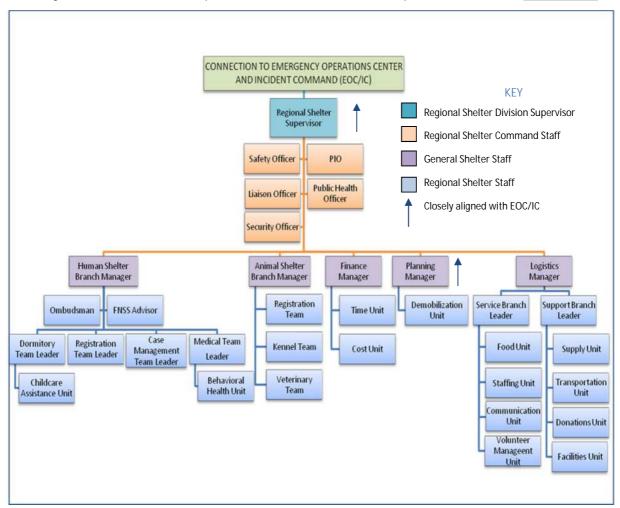
[Add Cost-Sharing Agreement Here]:

Add Inter-municipal Agreements in Appendix A]

# **Shelter Operations**

# INCIDENT COMMAND

The Regional Sheltering Entity has established the following incident command structure, which can be scaled to meet varying demands. The ICS structure is accompanied by an extensive set of Job Actions Sheets, which provide detailed guidance about roles and responsibilities. These are located in a separate electronic file. [Note Location]



# STANDARD OPERATING GUIDELINES

Shelter set-up and operations is described in detail in the Standard Operating Guidelines (SOG) located in a separate electronic file [Note Location].

The Standard Operating Guidelines focus on three key areas:

### INITIAL RESPONSE ACTIONS

- Initial Assessment of the Event: need and level of mass care/sheltering required
- Relevant Response Partners: LHD, EMD, CEO, MRC, Interpreter Strike Team
- Command and Control: clarify who is in charge/responsible for Mass Care
- Risk Communications and Emergency Public Information and Warning
- Emergency Plans, Policies and Procedures, including financial protocols

### **OPERATIONS**

- Incident Command Roles: who is doing what
- Shelter Facility Walk-through/Assessment: is the shelter safe and adequate
- Shelter Logistical Needs and Resources, including Volunteers
- Shelter Set-up and Open
- Volunteer Management Systems/Policies
- Transportation Needs
- Operations: Health, Safety, Functional Needs and begin Case Management
- Operational Period plans and Shelter closing

### **RECOVERY**

- Case Management: new normal transition home, temporary housing, long term care
- Lift Orders and shelter cleaning and closing
- recovery and return to normal operations
- Forms and e After Action Report and Improvement Plan

# Policies and Procedures

The [Regional Shelter Entity] has established policies and will establish others during a shelter response. Review and complete the following table. Add others as needed.

	Shelter Policy Checklist
	Statewide Policy Guidelines
$\boxtimes$	No one may be turned away from any Regional Shelter
$\boxtimes$	Massachusetts will accept out of state medical licenses only when the individual is deployed through the Emergency System for Advance Registration of Volunteer Health Professionals (MSAR) through an EMAC request made by MEMA
	Requesting Resources from MEMA
	Requesting Additional supplies Shelter Branch Manager calls EOC to report dwindling inventories  Local EOC contacts other Regional Shelters to assess inventories  Local EOC contacts regional MEMA office to request additional materiel.  Regional MEMA office relays request to other communities in the region OR to the state emergency operations center (SEOC), depending on nature of incident.
	Authorization to Distribute Medication  Personnel authorized to dispense medication will be determined by the Shelter Branch Manager, in consultation with the Incident Commander in accordance with standing orders. Proof of credentials required. In Massachusetts, a pharmacist is not required to be present, as a waiver exists.
	Procuring Prescriptions:
	Standing Orders: The SHELTER operates under standing orders from the local medical officer who is a registered physician.  In state declared emergencies, standing orders and protocols will be issued by the Department of Public Health to medical practitioners. Altered standards of care may be issued by the State.
	Unaccompanied Minors  Distribution services to unaccompanied minors will be at the discretion of the Incident Commander, in consultation with the Shelter Branch Manager, following due diligence or on a case by case basis, depending on the scope and nature of the incident requiring Shelter activation. Guidance will likely be issued by DPH or MEMA.
	Identification
	Shelter residents must produce an acceptable form of identification in order to be admitted.  Acceptable forms of identification include these original documents (not copies):  Driver's license State issued ID School identification card Valid passport  Unacceptable forms of identification: Social security card Credit card Birth Certificate Expired passport Yearbook  Written physical description
	Confidentiality/HIPPA?
	Media: No personnel associated with Shelter Operations will speak to the press without the express written authorization of the Incident Commander.
	Media 🔲 will, 🔲 will not be allowed at the Shelter site. Press conferences will be conducted at: [add location here]

SHELTER personnel will protect patient/client confidentiality at all times. All staff and volunteers will sign a confidentiality agreement
Authorization to use Shelter site
<ul> <li>         ☐ MOU available [indicate location]         ☐ (See MOU Plan Chapter 2 Worksheet 4 Supplies and Resources         ☐ Community Emergency Management Plan (CEMP)         ☐ Other (specify)     </li> </ul>
Procurement of Private Property
The Massachusetts Civil Defense Act outlines the use of private property during a declared emergency. (See Background information templates for model orders). If you plan to use this, add more detail here.
Use of Force
Massachusetts 'Use of Force" policy guidelines for Law Enforcement, including the Community Caretaking doctrine and usual and customary force will be followed. [Add more detail here, based on security plan]
Volunteer Requirements: Handling Spontaneous, Unidentified Volunteers
All staff/volunteers will be credentialed and CORI/SORI checked before working at any shelter site. Criminal History Systems Board 617-660-4640 <a href="https://www.state.ma.us/chsb/cori/cori.html">www.state.ma.us/chsb/cori/cori.html</a> Sex Offender Registry Board 978-740-6400 <a href="https://www.state.ma.us/sorb/">http://www.state.ma.us/sorb/</a>
All volunteers/staff must display visible official Shelter Identification at all times
Spontaneous volunteers with proof of medical credentials will be allowed to serve in clinical capacity appropriate to their license/credential.
Spontaneous volunteers, without a copy of their license and whose credentials cannot be verified will be assigned to non-clinical roles.
Spontaneous volunteers ID will indicate that they are such. (Designated by a colored dot or other marker, approved by the IC) [Specify].
Will not accept spontaneous, unidentified volunteers.
Safety
PPE: All staff and volunteers will use standard precautions at all times. Additional PPE requirements will be determined by the IC, in consultation with the medical Team Leader.
Force Protection: Force Protection rosters will be determined by the Incident Commander.
Needle Stick: Customary needle stick protocol will be followed [Add your protocol here]
Emergency Medical Services [will be/ will not] be available.
First Aid Each Regional Shelter site will maintain a First Aid Kit. [Add who will have access to this, who controls it and other related policies]
AED. [If an AED is available, state your policy re who may use it, where it is located etc.]
Emergency medical equipment for adverse reactions will be performed by EMS with their own equipment and supplies.
Registered Sex Offenders in Disaster Shelters
During shelter registration, the sex offender should disclose the information. Local law enforcement should work registration and the security officer to determine what is best for the safety of those in the shelter. It will need to be reviewed on a case-by-case basis.
Childcare Safety Childcare Safety
A child may never be alone and unaccompanied  In the Childcare area, when children are present, at least two adults must be present at all times. No child should be left alone with one adult who is not its parent, guardian or caregiver.
The Unit leader must be at least 21 years of age and all staff members must be at least 18 yrs.
Children will only be released to the parent, guardian, caregiver or designee listed on the registration form.

The parents, guardians or caregivers are responsible for identifying any special needs for the child/children (food allergies, behavioral issues, medications, etc.)
Shelter Rules
The following shelter rules will be enforced to protect all clients: Add rules as needed.
Sign in entering the shelter.
All visitors must sign in and sign out.
You are responsible for your belongings. Keep valuable s locked in cars keep them with you, at all times. The shelter is not responsible for lost, stolen, or damaged items.
Weapons are NOT permitted in the shelter (except those that may be carried by security personnel.)
Alcohol or illegal drugs are NOT permitted in the shelter.
All bags and persons are subject to security checks and screenings
Parents are responsible for controlling the actions and whereabouts of their children. Children may not be left unattended.
Keep noise levels to a minimum during all hours of the day. Quiet hours are observed between 10:00 pm and 7:00 am.
All clients must sign out before leaving the shelter.
We appreciate you help with keeping the shelter neat and tidy.
Personnel Policies
Workers compensation policies. In some communities these may applied to both paid staff and volunteers. Specify. [Add policy outline here]  Paid Staff Volunteers
Other liability protections [Specify here] Paid Staff Volunteers
Specify community emergency compensation policy [Specify here].
Flexible Work options policy for paid staff [Specify here]
Stand Down Orders
If at any time the Safety Officer or the Incident Commander issues a stand down order, the Shelter site will be deactivated.
Regional Shelter Plan Added to CEMP

# Appendix A

Plan Endorsement Memoranda of Understanding
Inter-municipal Agreements and/or cost sharing agreements
Supply, equipment, service and staffing MOU List

# Appendix B

List of Shelters, with Maps (Regional, Floor Flan, Exterior

**ARC Assessments** 

Facility Use Agreements

Facility/Municipal Contact Information

Inter-municipal Agreements

# Appendix C

Accompanying materials include:

### **FORMS**

Plan Endorsements

Memoranda of Understanding

**Facility Use Agreements** 

Access and Functional Needs MOU

Partner Contact List

Incident Action Plan Cover Sheet

Incident Action Plan

ICS 201 – Incident Briefing Form

ICS 202 - Incident Objectives & Update Form

ICS 202b – Station Objective & Update Form

Regional Shelter Command

ICS 203 - Organizational Assignment List

ICS 205b- Personnel & Communications List

ICS 206 -Responder Medical Plan

ICS 211 - Personnel Sign-In

Regional Shelter Command Finance

ICS 210 - Resource Status Finance Tracking

ICS 213 – General Message

ICS 308 Resource Request Form

Incident Report

**Complaint Form** 

Action Log

**Shelter Policy Checklist** 

Invoice

Media call intake form

Press Release Shelter Update

Press Release Request for Emergency Shelter Volunteers

Press Release Request for Emergency Shelter Donations

Press Release Emergency Shelter opening

Press Release Status of Services at Shelter Facility

Press Release Notice That Shelter Is At Capacity

Press Release Notice of Shelter Closing

Shelter Bulletin: Staff Meeting Announcement

Shelter Bulletin: Resident Meeting Announcement

Shelter Suitability for All-Hazards

**Shelter Descriptions** 

Regional Shelter Planning

**Detailed Shelter Descriptions** 

Regional Shelter Maps

**Shelter Communication Capabilities** 

**Shelter Supply List** 

Facility Walk-Through Assessment Form

**Shelter Security Plan** 

Regional Shelter Map: Interior and Exterior

Shelter Area with ICS Positions

**Suggested Shelter Signs** 

Food Establishment Inspection Report

Special Needs One Day Meal Plan

**Command Operations** 

Food and Water Emergency Planning

**Functional Needs Assistance Request Form** 

Staffing Level guide

Shelter Staff/Volunteer Emergency Information Form

Shelter Staff/Volunteer Confidentiality Agreement

**Environmental Health Assessment Form** 

Access and Functional Needs Intake Form

Childcare Unit Registration Form

Client Case Management Registration Form

**Shelter Client Participation Agreement** 

Shelter Client Authorization To Release Information

Shelter Client Media Release Form

Shelter Check-In/Check-Out Form

Service Animal Check-in/Check-out Form

Shelter Client Discharge Form

**Shelter Rules and Regulations** 

Special Needs One Day Meal Plan

**Transportation Request Form** 

**Available Shelter Supplies** 

**Available Shelter Supplies** 

Resource Inventory Tracking Form Donations Tracking Form

Health Record Form

**Regional Shelter Roster** 

# STANDARD OPERATING GUIDELINES

Job Action Sheets (See Separate Electronic File)

Regional Shelter Incident Command Operations Hierarchy

**Common Required Response Actions** 

Supervisor

**Branch Operations Manager** 

Safety Officer

**Public Information Officer** 

Liaison Officer

Regional Shelter Public Health Officer

Regional Shelter Security Officer

Regional Shelter FNSS Advisor

Regional Shelter Dormitory Team Leader

Childcare Assistance

Registration Team Leader

Medical Team Leader

Behavioral health Unit

Regional Animal Shelter Branch Manager

Kennel Team

Veterinary Team

Finance Manager

Cost unit

Time Unit

Planning Manager

Logistics Manager

Service Branch Leader

Support Branch Leader

**Supply Unit** 

**Transportation Unit** 

Regional Animal Shelter Registration

Food Unit

Facilities Unit

Volunteer Management

Staffing Unit

**Donation Unit** 

# **EXCEL SPREADSHEET**

List of suggested supplies/equipment

Western Mass Media Channels

SHELTER SIGNS ELECTRONIC FILE