

**Modoc County**  
**Emergency Operations Plan**  
**Care and Shelter Annex**



**Approved**  
**Modoc County Disaster Council**  
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# Care & Shelter Annex

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# Shelter Operations Annex

## 1. Purpose and Scope

### 1.1 Purpose

The purpose of the Modoc County Emergency Shelter Operations Plan is to guide participating agencies to efficiently and effectively open an emergency shelter. This plan is intended to clarify roles and responsibilities and to ensure a coordinated response whenever this plan is activated. The goal of this plan is to provide a framework that is consistent with local policies, meets the needs of the shelter clients and community, and satisfies the requirements of the Incident Command System (ICS), Standardized Emergency Management System (SEMS), and the National Incident Management System (NIMS).

### 1.2 Scope

In the event of a large-scale emergency or disaster, it may become necessary to shelter a large number of the operational area's population. The scope of this plan covers any evacuation, either large or small, and delineates a general procedure that will cover a variety of incidents. Under California Code, Administrative Order of the California Emergency Management Agency (Cal EMA), Modoc County Department of Social Services has the primary responsibility for providing emergency shelter to the public. This plan is designed to address the need for temporary shelter and does not apply to long term, day-to-day operations.

## 2. Situation and Assumptions

### 2.1 Situation

If a shelter is activated than one, or all of the following, conditions has occurred:

- The Director of Emergency Services, and/or Deputy Director of Emergency Services, has been monitoring an incident and an evacuation has been ordered.
- The City of Alturas has activated its EOC and has need of support services for an evacuation.

### 2.2 Assumptions

- It is assumed that Modoc County's Emergency Operations Center will coordinate and facilitate the opening of an emergency shelter by Modoc County Department of Social Services.
- The EOC will utilize the procedures as outlined in this plan, the Department of Social Services' Shelter Manual, and existing Memorandums of Understanding for facilities and resources.

- It is critical to identify shelters for the general population and persons with access and functional needs that are as close as safely possible. Sheltering needs to be inclusive and integrated, not segregated. General population shelters need to be in physically accessible locations and equipped with accessible resources (e.g. bathrooms, cots, showers, et.) to meet the needs of individuals with access and functional needs in a manner that ensures they can remain with their support systems (e.g. personal care provider, service animal, et.) The designation and distance to household pet shelters or shelters that will accommodate pets is also important.
- Modoc Operational Area EOC will call the American Red Cross when there is a need to open a shelter; however, immediate opening will be the responsibility of the county. The operation by Modoc County emergency shelter will be short term, probably less than 72 hours, and if there is a need for an extended duration, then the American Red Cross will assist in support of shelter operations to the degree that they are able. We shall coordinate and utilize American Red Cross procedures as the situation warrants.

### **3. Concept of Operations**

#### **3.1 Overview**

##### **Request for Emergency Shelter Activation:**

Request for emergency shelter activation comes through the Modoc County Sheriff's Department. Requests for activation are made to the Director of Emergency Services or his designee, or should the Emergency Operations Center (EOC) be activated, the request should be channeled through the appropriate section manager (operations, planning, or logistics) to the EOC Manager. The request should include an estimate of population needing shelter, as well as an estimate of the duration of shelter operations.

Once the request for activation has been made, the EOC will alert the Departments of Social Services and Public Health. The EOC will determine the best site for a shelter and ancillary facilities that may be needed. The American Red Cross (ARC) shall be notified as to a possible need for their services and a time line for transition of operational control from DSS to ARC will be articulated. DSS, with EOC logistical support, will prepare the shelter for opening. EOC will handle public information and alerts. DSS will meet with facility owners and prepare a walkthrough to assume control and set up. DSS will alert staff and follow the procedures as designated in the DSS Shelter Manual.

Duration of the shelter will be for the time specified by the EOC. The shelter may be turned over the American Red Cross. Deactivation and closing procedures as outlined in the Shelter Manual will be followed. All paperwork: forms, logs, resource utilizations, etc. will be submitted to the EOC.

#### **3.2 Policies**

Legal authority to activate this shelter is contained within the Modoc Emergency Operations Plan. Specific law and direction are listed in the appendix.

“California Department of Social Services serves as the lead agency in coordinating resources needed to support mass care and shelter response and supports agencies in transitioning individuals from mass care to separate family living.” (Cal EMA, 2011) [www.calema.ca.gov/planningandpreparedness/pages/care-and-shelter](http://www.calema.ca.gov/planningandpreparedness/pages/care-and-shelter)

## **4. Organization: Control and Coordination**

### **4.1 Roles and Responsibilities**

#### **4.1.1 Office of Emergency Services:**

The Office of Emergency Services will make the decision to open a shelter facility. It will utilize the Emergency Operations Center to provide support to the Department of Social Services and Public Health. If the magnitude of the event so warrants, the EOC will provide a Shelter Coordinator. If of lesser magnitude, the Operations and Logistics sections will coordinate services. The EOC will:

- designate a shelter facility and make the initial contact and facility report;
- coordinate logistics resource requests to get the shelter equipped, open, and operational;
- utilize existing Memorandums of Understanding for facilities, food and custodial services;
- if needed, will arrange for security;
- will facilitate the initial 24 hour operation and then make the decision as to whether the operational area should transition to the American Red .

#### **4.1.2 Department of Social Services:**

Modoc County Department of Social Services (DSS) is responsible for coordinating shelter planning, the development of shelter resources, and the operation of shelters. In conjunction with Modoc Office of Emergency Services, the two agencies are responsible for the Care and Shelter Annex to the Emergency Operations Plan.

After initial notification, Department of Social Services (DSS) immediate response will be to activate the procedures as listed in the *Modoc Department of Social Services Shelter Manual*. It will include:

- Activate the DSS Care and Shelter team, to open the shelter
- Call-out local DSS personnel as needed, to respond to the shelter opening

and ongoing operations

- Confirm that Public Health personnel will provide a support team to open the shelter
- Coordinate immediate response activities and needed resources with EOC
- Continue to maintain normal functions for the DSS under the direction of the EOC until shelter operations are demobilized or transitioned to the American Red Cross

#### **4.1.3 Department of Health Services - Public Health:**

After initial notification, Public Health Nursing will follow procedures as detailed in the *Modoc County Public Health Department All Hazards Disaster Manual, 2006*

- Administer first aid as appropriate
- Assist with health assessments of incoming residents to ensure that persons with health problems are identified and a plan is developed to meet their individual needs in the emergency shelter environment
- Monitor persons with special health concerns such as chronic disease, pregnancy and those with active treatment for any disease or condition
- With assistance of Mental Health professionals, provide guidance to parent regarding special needs of children following traumatic experience
- In collaboration with Mental Health professionals, provide guidance to Special Populations (developmentally challenged, etc.) and prepare for their potential reaction to a major traumatic event and change in living environment
- Assist shelter residents with special care needs such as replacing lost medications and medical equipment if possible
- In collaboration with Mental Health professionals, provide compassion and support to all evacuees, giving special attention to individuals with pre-existing mental health needs
- Provide referrals to other local, county, and state agencies that provide medical and social services as deemed appropriate
- Provide status report to Public Health Deputy Director or her designated next in line of authority

- Assist all shelter residents who are in need of general health education and/or advice
- Assist shelter manager with maintaining the shelter in a manner that reduces the risk of communicable disease transmission in a group living situation
- Assess adequacy of hand washing and sanitary conditions
- Monitor food storage, preparation, and distribution to reduce risk of food-borne illness

#### **4.1.4 Department of Health Services – Mental Health:**

- Provide staff for behavioral support services within the shelter: both assessment of evacuees and referral when necessary
- Prepare and respond to the emotional needs of special needs population

#### **4.1.5 Law Enforcement:**

- Through the EOC, coordinate security for the shelter

#### **4.1.6 American Red Cross:**

At the request of Modoc County Director of Emergency Services, representatives of the Red Cross may be requested to assist with the following services:

- Opening and operation of a shelter
- Shelter volunteers
- Liaison for needed resources: this may be clothing, toys, etc
- Registration of shelter clients for communication through the Red Cross website for family and friends notification
- Transition placements through the national Red Cross
- Long term shelter operations

## **4.2 Mitigation – Pre-Disaster Planning**

#### **4.2.1 Adoption of the annex**

The Modoc County Disaster Council is empowered to develop emergency plans for adoption by the Board of Supervisors. By state mandate, the Department of Social Services (DSS) will take the lead for the Care and Shelter Plan. County OES will assist and support the planning effort. Departments with specific responsibilities identified in the plan will develop their own Standard Operating Procedures (SOPs) to carry out those responsibilities as stated in this Care and Shelter Plan.

### **4.3 Preparedness**

#### **4.3.1 Training**

Participating County Departments will work with Modoc OES to ensure that all Emergency Response Team members assigned to the shelter function are trained in the following courses:

- IS-100
- ICS 200
- ICS 700
- Any other training mandated by federal or state shelter requirements. It may include: Basic first aid, CPR, and American Red Cross shelter trainings

#### **4.3.2 Exercises**

Modoc County Emergency Services will exercise the Care & Shelter Plan as well as Standard Operating Procedures for the departments and community agencies involved in care and shelter. Regular assessments will be conducted to improve and modify plans and procedures.

### **4.4 Response**

#### **4.4.1 Shelter Activation:**

To activate an emergency shelter, the Director of Emergency Services, or his designee, will make the following notifications:

- Department of Social Services (DSS): The Sheriff or EOC will notify the DSS that a shelter will need to be opened and to appoint a liaison for the EOC to facilitate shelter operations. They will initiate the DSS call-out list for staffing and coordinate with the EOC as to location and initial opening procedures.
- Facility Management: Shelter Manager will coordinate with the EOC to contact the site designated facility manager to physically open the shelter site. Facility managers must ensure that lights, power, and other necessary infrastructure are operational at the requested site. An initial walk through and assessment should be completed and documented.
- Public Information: Through the EOC's various communications systems, shelter location/s will be announced to the public.

- Public Health, in coordination with Behavioral Health, will assess the needs of skilled nursing facilities, at-risk individuals who are able to stay in their homes, and medical care populations. Medical and special needs shelters will be established as conditions warrant under the direction of Public Health and in coordination with the EOC.
- Transportation: The EOC will coordinate transportation to the shelter site and secondary transportation, as needed.
- American Red Cross (ARC): The Red Cross will be contacted as a standby resource. Should shelter operations go beyond a 24 hour period, ARC may be asked to assume the shelter operations and ancillary services involved with displacement of families. The EOC will coordinate with ARC local representatives to request assistance as needed. This may be in the form of shelter volunteers, family assistance, or location and registration of shelter occupants.

#### **4.4.2 Phases of Shelter Operations**

##### **4.4.2.a Initial Shelter Operations:**

During the initial stages of an emergency the EOC, DSS and registered volunteer personnel work side-by-side to quickly and efficiently open, equip and staff a full-functioning emergency shelter. The DSS Shelter Manager will assume shelter management responsibilities as per the *DSS Shelter Manual*. DSS will coordinate resource needs with the EOC.

During the initial shelter setup, DSS personnel are primarily responsible for the initial client intake and processing functions. Depending on the number of clients served and the nature and duration of the emergency, this structure of initial shelter operations may last for a few hours to a few days. In any case, once the shelter is ready to receive clients, the EOC manager will be notified.

If it is probable that the American Red Cross will assume management of the shelter, then to facilitate change of command, the following Red Cross forms should be used:

- Shelter Agreement (Rev. 12/07)
- Shelter Log (Disaster Mass Care Tool (Rev. 02/07)
- Daily Shelter Report (Disaster Mass Care Tool (Rev. 04-01)
- Shelter Registration Form (Form 5972 Rev. 02/07)
- Initial Intake and Assessment Tool (Rev. 06/20/08)

- Client Health Record Confidential (Nursing only Form1475)

#### **4.4.2.b Ongoing Shelter Operations:**

After the initial surge of resources needed to meet the registration, mass care, feeding and other needs, staffing needs for emergency shelter operations should stabilize. If at any point, a decision by DSS and the EOC is made to request the American Red Cross to assume shelter operations, any transition in shelter management responsibilities will be made clear through the appropriate chain of command in accordance with ICS/SEMS/NIMS and ARC. As Red Cross assumes management and command of the shelter, personnel and resources from DSS, Public Health Nursing and other county agencies will continue providing support to the overall shelter operation as needed.

**\*\*Specific activities to operate the Shelter are contained in the *Department of Social Services Shelter Manual*.**

#### **4.4.2.c Public Information:**

Providing accurate and timely information to shelter clients and/or the media is critical for successful shelter operations. However, all information released to the public must be coordinated through the incident commander, emergency operating center manager, or a duly authorized EOC public information officer.

#### **4.4.2.d Ending Shelter Operations:**

Demobilization and shelter closure will typically be coordinated by the DSS Shelter Manager for the shelter in conjunction with the EOC. Once the decision is made, all shelter staff, shelter clients and the general public should be notified of the pending closure. Shelter staff will coordinate transportation assistance for shelter clients as needed through the EOC.

##### **4.4.2.d.1 Closing the Shelter**

In coordination with the EOC, after the shelter is cleared, deactivation will follow these procedures.

- Operational area supplies will be inventoried and returned through the direction of the EOC
- The facility will be cleaned, checked for any damage, and returned to ‘pre-shelter’ condition. A Facility Closing Survey shall be made with the Facility Manager (or designee) and communicated to a representative from the EOC. The Facility shall be returned to the owner in a condition acceptable to both parties.

- All shelter operations' forms and paperwork shall be assembled, collated and submitted to the EOC representative. Finally, the shelter manager must secure the facility or turn the facility over to a facility owner's representative to secure.

#### **4.4.2.d.2 Employees After-Action Debriefing:**

All employees who work on disaster assignments should be debriefed as to their experiences. The DSS Shelter Manager will ensure that the results of these job debriefings will be included in the mandatory After Action Report prepared by EOC Management.

All employees should be encouraged to participate in critical incident stress debriefings conducted by trained personnel. Those needing additional assistance will be referred to Mental Health.

### **4.5 Recovery**

Modoc County is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This shall be done in accordance with established fiscal policies and standard cost accounting procedures.

#### **4.5.1 Documentation**

All reports and documentation originating from the incident shall be submitted to the EOC and also maintained for Department of Social Services records. All staff: County, volunteers, and agency staff shall complete ICS Activity Logs 214, as well as a completed functional timesheet for the month(s) in which the incident occurred.

#### **4.5.2 After Action Report (AAR)**

Following all major emergencies or disasters, the Care and Shelter Coordinator will participate in preparation of an After Action Report by the EOC. Individual departments and agencies may also prepare AARs specific to their operations. An AAR shall include:

- NIMS Reports
- A brief description of the event; including the role of the preparing entity
- The impact on department operations
- Lessons learned
- A correction Action Plan including target dates

#### **4.5.3 Recommendations**

The After Action Report and the Improvement Plan are tools to improve operations in future events. As such, they must not only be honestly and critically prepared but must be studied and corrective actions carried out.

### **5. Administration**

All annexes follow the procedures as outlined in the Emergency Operations Plan. Gathering of information and analysis of data will be part of the Emergency Operations Center's Planning Chief. The Logistics Chief will coordinate the resources that the Shelter Manager requests through the EOC. All resource acquisitions and expenditures will be administered by the Finance Chief.

### **6. Development and Review**

All plans are dynamic. The Care & Shelter Annex has been approved by the Modoc County Disaster Council and the Board of Supervisors. It is the intent of the Office of Emergency Services and the Modoc Department of Social Services to exercise this plan and review it. No plan can be expected to address every potential problem or prescribe the correct action; therefore modifications as a result of exercising and utilization should be an integral part of an annual process. It is important that the confidential portions of the Shelter Manual be updated annually.

### **7. References**

7.1 Department of Social Services Shelter Manual

7.2 *Modoc County Public Health Department All Hazards Disaster Manual, 2017*

7.3 Memorandum of Understanding: American Red Cross and Modoc OES