

## MASS CARE ANNEX

### I. PURPOSE

The purpose of this annex is to describe the provisions that have been made to ensure all disaster victims receive the appropriate services when at a mass facility.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

The community is vulnerable to floods, tornadoes, blizzards and hazardous material accidents. Although the majority of the people will seek shelter with family and friends, the remaining will seek shelter in local government and or private provided shelters.

#### B. Assumptions

1. The ultimate responsibility for mass care services for citizens rest with local government.
2. The American Red Cross (ARC) will serve as the principal organization responsible for operating mass care facilities during disasters. ARC Mass Care Coordinator would typically be responsible for coordinating press releases with the public PIO.
3. Sufficient warning time will be available to ensure that mass care facilities are opened in time to provide shelter and other services for the people that have been evacuated.
4. Approximately 80% of the evacuees will seek shelter with friends or relatives rather than go to an established mass care facility.
5. Where available, military support (as approved by the Governor) will be available to support mass care operations.
6. The jurisdiction may have to enter into an agreement with adjacent jurisdictions to arrange for mass care services for evacuees that cannot be taken care of in the home jurisdiction or to provide similar services to other jurisdictions when their evacuees cannot be cared for in their home jurisdiction.

### III. CONCEPT OF OPERATIONS

- A. Mass care services will be provided for, but not limited to the following situations:
  - 1. Evacuees
  - 2. Extreme heat
  - 3. Extreme cold
  - 4. Hazardous material spill
  - 5. Large-scale damage (ex. Tornadoes)
  
- B. Elements to be considered in setting up mass care facilities will include:
  - 1. Magnitude of disaster (area, population)
  - 2. Speed of onset (speed of impact)
  - 3. Intensity (severity)
  - 4. The duration
  - 5. Impact on community (economic, psychological, infrastructure Ect.
  
- C. The Greater Saint Louis Region of the American Red Cross and the Marion County Health Department will be responsible for sheltering and health care of all victims.
  - 1. The location of all shelters are shown in Appendix A.
  - 2. The PIO will ensure that all evacuees and the general public will be informed on mass care facilities though the local media.
  - 3. Upon the determination of the need for mass care by the Chief Elected Official (CEO), the incident commander (IC), DOEM Coordinator, the ARC shall initiate sheltering and mass care procedures.
  - 4. Staffing and management structure will be responsibility of the ARC utilizing their standard operating procedure.
  - 5. The ARC shall maintain complete records including name, age and other vital statistics of each evacuee. The County Health

Department shall maintain health records and manage medications.

6. The ARC will provide communications among the shelters and to the EOC. The Amateur Radio Club will augment communications if necessary.
7. Each shelter shall report to the EOC twice daily and immediately when and significant incident occurs or when the shelter is 75% full.
8. Determination of services will be determined by the EOC, IC, or the DOEM Coordinator.
9. Each mass care facility will respond to inquiries from family members accordingly:
  - A. Mass care facilities will give written reports to the EOC of victim information. The Emergency Public Information Coordinator will be in charge of disseminating the information to family members.
  - B. Under the Federal Response Plan (FRP), the ARC and Emergency Support Function 6 (ESF-6) may operate a Disaster Welfare Information (DWI) System. The DWI system uses information from shelter lists, hospitals, the State EOC, and other sources to aid in family members from outside the affected area about the status of their loved ones.
10. Special assistance will be required in the mass care facility for the following: the elderly, persons with disabilities and others with special needs such as medication needs and refrigeration.
11. Provisions for providing mass care services for the special needs population:
  - A. School districts will be responsible for the children in their schools.
  - B. Daycare providers will be responsible for children in their care.
  - C. Long-term nursing home residents will be the responsibility of the Salvation Army when nursing home resources are

exhausted.

- D. Because the population is below the threshold, hearing-impaired, sight-impaired, mentally-impaired and mobility impaired, the care will be the responsibility of the care-givers, although shelters will make every effort to accommodate special population.
- E. Non-English speaking population is below the planning threshold.
- F. The Salem Hospital will be responsible for the care of its patients.
- G. For short-term care, nursing homes will provide care for their residents.
- H. Transient population such as, street people, motel guest, seasonal workers, people without transportation shall be the responsibility of the ARC.
- I. Animal control, county veterinarian services, and the Marion County Humane Society shall coordinate mass care of for animals including shelters and requisition of land for grazing. Animal control will be responsible for the safety and the identification of ownership of all animals taken to shelters.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. Chief Executive Official (CEO)
  - 1. Requires the Mass Care Coordinator (ARC) to report to the EOC when notified of an emergency condition.
  - 2. Issues an order to open mass care facilities when appropriate.
- B. Mass Care Coordinator (ARC) upon arrival at the EOC:
  - 1. Assesses the situation and make recommendations to the Emergency Manager on the number of locations of mass care facilities to be opened.
  - 2. Review listing of available mass care facilities.

3. Notifies persons and organizations identified in the mass care resource list about possible need for services and facilities.
4. Selected mass care facilities for activation in accordance with:
  - A. Hazard/vulnerability analysis considerations.
  - B. Locations in relation to evacuation routes.
  - C. Services available in facilities, such as power back up.
  - D. Input from the Emergency Manager.
5. When directed, coordinates the necessary actions to ensure mass care facilities are opened and staffed as needed.
6. Notifies mass care facility managers to do one of the following when appropriate:
  - A. Stand by for further instruction on the specific actions to take and the estimated timing for opening mass care facilities.
  - B. Take the necessary action to open the facility they are responsible for managing.
7. Coordinates with Resource Manager for supplies needed (including bulk emergency relief items) and ensures each mass care facility receives its supplies, this may include power back up.
8. Coordinates with EOC staff to ensure that communications are established, routes to the mass care facilities are clearly marked and appropriate traffic control systems are established.
9. Ensures each mass care facility has a highly visible identity marker and sign that identifies its location.
10. Provides each Mass Care Facility Manager a listing of the location of the animal shelters that have been opened to house and care for companion animals.
11. Assists, as appropriate, the animal care and control agency's efforts to feed, shelter and provide medical treatment for animals during catastrophic emergencies.

12. Ensures appropriate mass care information (number of occupants, meals served, ect.) is made available to information processing section in the EOC.
13. Collects information from Mass Care Facility Managers to support the jurisdiction's efforts to respond to inquiries from family members about the status of loved ones (name, home address, phone, next of kin, ect.)
14. Upon termination of emergency, submits a mass care expenditure statement to appropriate authorities for reimbursement.
15. Coordinates press releases among all response organizations.

C. Mass Care Facility Manager (ARC)

1. When notified, stands by for further instructions or reports to assigned mass care facility as appropriate.
2. Contacts team members and instructs them to take whatever actions that may be appropriate.
3. Staffs and operates the mass care facility. Upon arrival at the facility, takes the necessary actions to open it, receive evacuees and provide for their health and welfare.
4. Contacts the EOC when the facility is ready to open.
5. Opens and keeps the facility operating as long as possible.
6. Implements registration procedures for all evacuees that enter the facility.
7. If tasked, provides the Mass Care Coordinator with names and other appropriate information about people sheltered in the facility, to respond to family inquiries.
8. Ensures individual and family support services are provided at the mass care facility.
9. Ensures space is available for service animals.
10. If companion animals are not permitted in the facility, provides information to their owners about shelters that have been opened to

11. Each day, reports the following to the EOC:
    - A. The number of people staying in the facility.
    - B. The status of supplies.
    - C. Condition of the facility.
    - D. As necessary, a request for specific types of support.
  12. Maintains records of expended supplies.
  13. Arranges for the return of evacuees to their homes or for transportation to temporary housing if necessary.
  14. When appropriate, terminates operations and closes the facility.
  15. Cleans facility and returns it to original condition.
  16. Submits mass care facility status report to Mass Care Coordinator. The report identifies the equipment and supplies that are needed to restock the facility and any other problems that will need to be Resolved before the facility is used again.
- D. Emergency Manager (DOEM Coordinator)
1. Makes recommendations to the CEO on the number and locations of the mass care facilities to be opened.
  2. Coordinates with the PIO to facilitate dissemination of information to the public on both the location of the mass care facilities that will be opened and directions to them.
  3. Coordinates with the Mass Care Coordinator to activate the jurisdiction's mass care facilities.
- E. American Red Cross (Region ARC)
1. If appropriate, provides personnel to manage and staff mass care facilities.
- F. Salvation Army (Local)
1. If appropriate, provides personnel to manage and staff mass care

2. Provides clothing and other services as needed.

G. Non-profit Public Service Organizations

1. If appropriate, provide personnel to manage and staff mass care facilities.

H. School Superintendent

1. If appropriate, provides personnel to manage and staff mass care facilities.

2. Shelters students in school buildings when the situation warrants or when directed to do so by appropriate authority.

I. Law Enforcement

1. Provides security at mass care facilities.

2. Provides traffic control during evacuee movement to mass care facilities.

3. Maintains order in mass care facilities.

4. If necessary, provides an alternative communications link between the mass care facility and the EOC through a mobile radio unit in police vehicles.

J. Public Works

1. Ensures power, water supply and sanitary services at mass care facilities are maintained during emergency conditions.

K. Public Information Officer (PIO)

1. Makes public announcement about availability of mass care facilities and animal shelters and their locations.

L. Illinois National Guard

1. Informs Mass Care Coordinator of mass care facilities available on military installations.

2. Coordinate use of mass care facilities on military installations.

3. Provides logistical support for mass care operations.

M. Human Services

1. Will provide stress management care for shelters.

N. Animal Control Agency

1. Assesses the situation and makes a decision on the number and location of shelters that will be used to house animals. Typical facilities include the jurisdictions animal shelter, veterinary hospitals, boarding kennels, pet stores and fairgrounds. Facilities for agricultural animals could include sale barns, boarding stables, race tracks, horse farms, poultry barns, dairy farms and fairgrounds/rodeo grounds.
2. Coordinates the actions needed to obtain sufficient personnel to staff animal shelters, as needed.
3. Ensures each animal shelter has a highly visible identity marker and sign that identifies its location.
4. Coordinates with the PIO to facilitate dissemination of information to the public on the location of the companion animal shelters that will be opened.
5. Informs the Mass Care Coordinator of the location(s) of the shelters that have been opened.
6. Opens shelters and provides food, water, and medical care as needed for the animals in the shelter.
7. Keeps shelters open as long as necessary.
8. Ensures each shelter receives the necessary supplies to sustain itself.

V. ADMINISTRATIVE AND LOGISTICS

A. Administration

1. The following records and reports must be submitted to the EOC: facility locations in use, facility capacity, number of occupants, beds available, stock levels, medical supplies, food, water, sleeping,

supplies, communication, phone list..

2. The following will be found in the shelter appendix: facility locations.

#### VI. DEVELOPMENT AND MAINTENANCE OF THE MASS CARE ANNEX

- A. The responsibility for revisions, keeping attachments current, and developing necessary documents for the annex belongs to DOEM.
- B. The responsibility for revisions and maintaining SOP's belongs to the Emergency response groups.

#### VII. AUTHORITIES AND REFERENCES

- A. The Robert T. Stanford Disaster Relief and Emergency Assistance Act, as amended 42 U.S.C. 5152 et seq.
- B. The Illinois Emergency Management Act (P.A. 87-168, Jan. 1, 1992).
- C. The City of Salem DOEM Act 76-8
- D. The Federal Response Plan (FRP) the ARC and Emergency Support Function 6 (ESF-6), Disaster Welfare Information (DWI) System.

#### VIII. SUCCESSION OF COMMAND

1. Mass Care Coordinator
2. Mass Care Assistant Coordinator
3. Or Designee

#### VIV. APPENDICES

- A Shelter Locations and Shelter Information:

All shelter locations and information is in the Saint Louis Area Chapter of the American Red Cross. The information is available in the chapters Emergency Operations Plan and Resource Manual. A list of shelters is attached to this annex.

- B. Red Cross Contacts:

A list of Red Cross Contacts, both local and regional is attached to this annex, is also available in the EOC Resource Manual.

## C. Special Considerations.

### I. Purpose

The purpose of this appendix is to ensure the safety and well-being of persons with special considerations during disasters. A person with special consideration is defined as one who, due to physical, emotional, sensory, or visual impairment, is not able to respond independently to an emergency situation that would require the evacuation of their home or business and may have additional needs before, during and after an incident in functional areas, including but not limited to:

- Maintaining independence
- Communication
- Transportation
- Supervision
- Medical Care

Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized setting; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency; or who are transportation disadvantaged.

Key objects of this plan:

- Mutual aid agreements with stakeholders and agencies that provide services for special considerations populations.
- Identify resources that can provide services and maximize the safety and well-being for special considerations populations.
- Ensure that the plan is NIMS Compliant.
- Organizations such as LTC Independent Living should have an evacuation plan and should ensure like-to-like sheltering for their residents.
- This plan will meet the emotional/spiritual, medical, and physical needs of special considerations populations.

### II. Situation and Assumptions

#### A. Situation

1. Disasters may occur which would warrant the evacuation

of persons who are not capable of independently leaving their homes and reaching appropriate shelters.

2. Disasters can be of short duration requiring sheltering in place or of long duration lasting weeks or longer which would impact medications, food, sheltering etc.

B. Assumptions

1. The Emergency Operations Center (EOC) will be operational.
2. Persons with special considerations will need transportation to shelters.
3. Fire Departments are not trained nor have the resources to transport persons with special considerations.
4. Persons with special considerations will have to be identified and located.
5. Persons with special considerations will have to be notified during disasters.
6. Shelters will have to set policies as to its sheltering capabilities.
7. Hospital and clinics will provide care for persons with special considerations that have medical necessity.
8. Persons with special considerations will have to bring all necessary medicines and equipment with them to the shelter. For long duration incidents, additional medications and /or equipment may be needed.
9. Population with special considerations will not be discriminated against.
10. There is an assumption that there is an emergency operations special considerations plan at the county and local level that does meet populations with special considerations needs.
11. Hospitals are not set up to provide shelter for populations

with special considerations from an institutionalized facility.

12. Populations with special considerations that live in institutionalized settings should have an evacuation plan, at their institution, which involves like-to-like sheltering in order to maintain the level of care and safety for their residents.
13. EMS may not have the capacity to provide transportation services at the time of the disaster event.
14. DOEM will establish a Functional Needs Resource Unit.
15. Local government will have to manage shelters for at least 1 ½ hours or longer until Red Cross shelter management personnel arrive.

### III. Concept of Operations

- A. City of Salem does not own, designate, nor operate any emergency shelters.
- B. Ambulances will not be used to transport special considerations persons unless they are requested by the individual.
- C. Functional Needs service groups e.g.CEFS etc., will maintain a current client list and will initiate contact with their clients to determine needs as a result of the emergency.
- D. Persons with special considerations will shelter in place as long as needs/services can be met and providing that personal safety is not compromised.
- E. The DOEM will have an outreach program to ensure persons with special considerations and their caretakers are aware of their responsibilities, the government's responsibilities and first responders responsibilities.
- H. Hospitals and Medical centers will care for persons with special considerations that have medical necessity.
- I. HIPAA Privacy Rule and Disclosures in Emergency Situation allows limited patient information dissemination.

- IV. Organization and Assignment of Responsibilities
  - A. Chief Elected Official (CEO)
    - 1. Will require that all stakeholders have representatives in the EOC.
  - B. Emergency Management (DOEM)
    - 1. Appoint a Functional Needs Resource Unit.
    - 2. Staff the EOC.
    - 3. Act as resource management.
    - 4. Conduct an outreach program to explain emergency preparedness to persons with special considerations.
    - 5. Annually test this annex in exercises.
    - 6. Will provide communications and communications equipment for the shelters.
  - C. Transportation Services
    - 1. Ambulances may transport persons with special considerations to shelters if they are requested by the person and if there are ambulances available.
    - 2. The Functional Needs Resource Unit will maintain a resource list of alternate modes of transport and will assist persons with special considerations that require transport assistance to shelter locations.
  - D. Functional Needs Resource Unit
    - 1. Shall maintain a resource availability listing of, but not limited to, suppliers of durable medical equipment, medicine supplies and other resources which may be needed to shelter persons with special considerations.
  - E. Red Cross
    - 1. Will assign a Functional Needs Coordinator to coordinate

the sheltering of all special considerations persons who are incapable of self care or who have capable caregivers with them.

2. Red Cross Mass Care Coordinator will coordinate mass care sheltering and will direct the Functional Needs Coordinator.
3. Will assign one person to the EOC.

F. Hospital and Medical Centers.

1. Will shelter persons with exceptional special considerations requiring medical attention.
2. Provide medical guidance to shelters.

V. Administration and Logistics

A. Administration

1. Shelters will provide the EOC with all records concerning special considerations persons in shelters.
2. Red Cross shall administer all shelter policies and procedures.

B. Logistics

1. The DOEM will provide necessary forms if needed.
2. Suppliers for shelters will be provided by the shelters and Red Cross. Other supplies shall be obtained through the EOC. Individuals will be responsible for their own private, personal needs.
3. Functional Needs Resource Unit will provide a listing of Functional Needs service entities and resource listing.

VI. Authority and References

- A. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended 42 U.S.C. 5121 et seq.

- B. The Illinois Emergency Management Act (20 ILCS 3305).
- C. ESDA Act of the City of Salem, Ordinance No.76-8 Feb 2, 1976.
- D. Guide for All-Hazard Emergency Operations Planning: State and Local Guide (101); FESDA April 2001.
- E. The Federal Response Framework ESF#6-Mass Care, Emergency Housing, and Human Services Annex.
- F. Guide on the needs of People with Disabilities, National Organization on Disability. [www.nod.org](http://www.nod.org)
- G. An ADA Guide for Local Governments, U.S. Department of Justice.
- H. Interim Emergency Management Planning Guide for Special Needs Population (FESDA) CLG-301.
- I. Preparing for Disaster for People with Disabilities and other Special Needs, American Red Cross.
- J. IS-197 .SP Special Needs Planning Considerations for Service and Support Providers on-line course.

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