



ANNEX C

SHELTER & MASS CARE

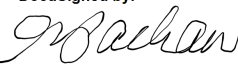
APPROVAL AND IMPLEMENTATION

Annex C Shelter & Mass Care

The purpose of this annex is to provide a framework for a coordinated shelter and mass care effort to emergency incidents in the City of Denton. This framework supersedes and rescinds all previous editions of Annex C to the City of Denton Emergency Management Plan and is effective upon signing by the Parks and Recreation Director and Emergency Management Coordinator. If any portion of this framework is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of the plan.

Gary Packan, Director
Parks and Recreation

Date

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2/4/2023

Robert Martinez, MPH
Emergency Management Coordinator

Date

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RECORD OF CHANGES**Annex C****Shelter & Mass Care**

Change#	Date of Change	Description	Changed by
1	7/2002	Major Annex Revision	John Hudson
2	7/2006	Minor Updates	Michael Penaluna
3	6/2010	Major Annex Revision	Michael Penaluna
4	8/2011	Minor Updates	Michael Penaluna
5	5/2014	Minor Updates Noted in Red	Lindsey Barnes, Intern
6	6/2018	Minor Updates Noted in Red	Zach Ayer, Intern
7	7/18/22	Minor Updates	Bob Martinez

ANNEXC SHELTER & MASS CARE

I. AUTHORITY

See Basic Plan, Section I.

II. PURPOSE

The purpose of this annex is to outline organizational arrangements, operational concepts, responsibilities, and procedures to protect evacuees and others from the effects of an emergency situation by providing shelter and mass care.

III. EXPLANATION OF TERMS

A. Acronyms

ARC	American Red Cross
DDC	Disaster District Committee
DWI	Disaster Welfare Inquiry
EMC	Emergency Management Coordinator
EOC	Emergency Operations or Operating Center
FEMA	Federal Emergency Management Agency
HHSC	Health and Human Services Commission
NIMS	National Incident Management System
PIO	Public Information Officer
SOPs	Standard Operating Procedures
TLETS	Texas Law Enforcement Telecommunications System
TSA	The Salvation Army
USDA	United States Department of Agriculture

B. Definitions

Mass Care. Providing assistance to those who have been displaced from their homes and others affected by a hazardous situation or the threat of such a situation. Mass care for these individuals includes providing food, basic medical care, clothing, and other essential life support services.

Welfare Inquiries. Welfare inquiries are requests from relatives, friends, employers, or others for information on the status of persons in an area affected by a emergency situation who cannot be located because they have evacuated, become separated from their families, or cannot be contacted by normal means of communications. Registration of disaster victims at shelters provides some of the information needed to answer welfare inquiries. For emergency situations that extend beyond several days, the American Red Cross may activate a Welfare Inquiry system [known in many other states as a Disaster Welfare Inquiry (DWI) system] to handle such inquiries.

Shelter. Short term lodging for evacuees during and immediately after an emergency situation. Shelters are generally located away from known hazards. Mass care operations are typically conducted in shelters.

Functional and access needs Individuals/Groups. Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These groups may need to have specially trained health care providers to care for them, special facilities equipped to meet their needs, and may require specialized vehicles and equipment for transport. This population requires specialized assistance in meeting daily needs and may need special assistance during emergency situations.

IV. SITUATION AND ASSUMPTIONS

A. Situation

1. The Hazard Summary in Section IV.A of the Basic Plan identifies a number of threats that could make necessary evacuation of some portions of the City of Denton. Evacuees from other jurisdictions may also seek refuge in our area. The North Central Texas Region is an expected destination point for hurricane evacuees from the Houston/Beaumont area and possibly other portions of the Texas Gulf Coast. Each of these situations may generate a need for shelter and mass care operations the City of Denton.
2. The City of Denton is responsible for providing shelter and mass care to protect local residents displaced from their homes and others who evacuate into our jurisdiction due to emergency situations.
3. Shelter and mass care needs may range from very short term operations for a limited number of people where the primary objective is to provide protection from the weather, comfortable seating, and access to rest rooms to more lengthy operations for large number of evacuees where feeding, sleeping, and shower facilities are desirable and a variety of assistance must be provided to evacuees.
4. The American Red Cross (ARC) has been chartered under federal law to provide mass care to victims of natural disasters. Hence, our efforts will be coordinated with the ARC, which will normally operate shelter and mass care operations insofar as its capabilities permit.
 - a) The ARC signs agreements with local governments, school districts, churches, and other organizations to use their facilities for shelter and mass care operations. The ARC identifies suitable shelter facilities based on a set of standards, maintains a list of potential shelters, maintains shelter kits, and trains shelter management personnel.
 - b) Local governments and the ARC and other volunteer groups may also sign agreements relating to the operation of shelter and mass care and feeding facilities ARC, while others may operate these facilities themselves and assume full responsibility for them.

5. If ARC services are not available, other volunteer organizations and religious groups may open shelters. Some of these organizations and groups coordinate their efforts with the ARC, while others may operate these facilities themselves and assume full responsibility for them.

B. Assumptions

1. Shelters may have to be opened with little notice. Until the ARC personnel arrive and assume responsibility for managing such shelters, local government personnel may have to manage and coordinate shelter and mass care activities.
2. Volunteer organizations that normally respond to emergency situations will assist in shelter and mass care operations.
3. If additional resources are needed to conduct shelter and mass care operations, support may be requested pursuant to inter-local agreements and from state and federal emergency management agencies. When requested by a local jurisdiction, the Governor may authorize the use of military forces to support shelter and mass care operations.
4. Facilities planned for shelter and mass care use will be available at times of need.
5. When evacuation is recommended during an emergency situation, history has shown that approximately 80 percent of those for whom evacuation has been recommended will evacuate. The vast majority of evacuees will seek refuge with friends or relatives or go to commercial accommodations rather than a public shelter. In addition, some people who are not at risk may spontaneously evacuate and some of those individuals may seek public shelter.
6. For hazards that are highly visible or extensively discussed in the media, people may evacuate prior to an official recommendation to do so. Hence, shelter and mass care operations may have to commence early in an emergency situation.
7. Essential public and private services will be continued during shelter and mass care operations. However, for a major evacuation that generates a large-scale shelter and mass care operation, normal activities at schools, community centers, churches, and other facilities used as shelters may have to be curtailed.

V. CONCEPT OF OPERATIONS

A. General

1. The Parks and Recreation Director is responsible for developing a plan, integrating the concepts of the National Incident Management System (NIMS), for coordinating and providing mass care services to persons affected by a disaster. The requirements for services may vary depending upon the nature, type, and level of the emergency. The City of Denton will work closely with volunteer organizations that provide shelter and mass care support to determine the availability of shelter and feeding facilities, encourage facility owners to sign agreements for use of those facilities, and encourage facility owners to allow their personnel to participation in shelter management training.

2. The Incident Commander or the emergency management staff is expected to determine the need for opening shelters and commencing mass care operations based on the emergency situation that prevails.
3. The Mayor (Emergency Management Director), City Manager (EOC Director), Fire Chief, or Emergency Management Coordinator may request the opening of shelters and recommend the closing of shelters when they are no longer required. These actions should be coordinated with the ARC and other shelter providers. A list of potential shelters is provided in Appendix 1. The Mayor or City Manager may further assign tasks and responsibilities to support shelter and mass care efforts.
4. The City of Denton, in cooperation with the American Red Cross and other volunteer disaster assistance organizations, will provide temporary shelter and essential life support services for people displaced from their homes.
5. The ARC and other private disaster assistance organizations will be called upon to:
 - a) Open and provide temporary shelters for the displaced population.
 - b) Activate or organize shelter teams and provide shelter kits.
 - c) Register those occupying public shelters.
 - d) Provide feeding, emergency first aid, and other basic life support needs for those occupying temporary shelters.
 - e) For extended shelter operations, activate a disaster welfare inquiry systems
6. Provide periodic reports on the status of shelter and mass care operations. In some disasters, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities. To the extent possible, local government will assist and coordinate post-disaster housing needs of the displaced/homeless.

B. Shelter

1. Shelter Selection. The ARC publishes standards for temporary shelters. The following criteria may be useful in screening facilities to determine which merit more detailed inspection:
 - a) Must be structurally sound and in a safe condition.
 - b) Must not be located in an area subject to flooding or where flooding can cut off access to the facility.
 - c) Must not be in a hazardous materials risk area.
 - d) Should have adequate sleeping space.
 - e) Should have sufficient restrooms for the population to be housed.
 - f) Should have adequate climate control systems.
 - g) Kitchen/feeding area is desirable.
 - h) Shower facilities are desirable if the facility will be used for more than one day.
 - i) Telephone service is essential.
 - j) Adequate parking is desirable.

The Shelter Officer (Parks and Recreation Director) should coordinate with the ARC and other volunteer organizations in identifying potential shelters and developing the shelter list in Appendix 1 to ensure that issues of interest to local government are considered in the shelter selection process.

2. Shelter Facilities:

- a) The ARC executes agreements with building owners for use of structures as shelters and normally inspects the facilities it plans to use to determine their capacities and the availability of various types of equipment.
- b) Schools are the most frequently used short-term shelters because they generally have substantial space, a feeding capability, sufficient restrooms, and adequate climate control systems. Those who wish to utilize schools for sheltering must secure permission in writing from school officials.
- c) Community centers and churches are also frequently used as shelters. Permission to use these facilities or any other facilities for disaster operations should also be secured in writing from the owners or operators of those facilities.
- d) In most shelters, evacuees must sleep on the floor – there are generally no cots immediately available. Public information messages should highlight this situation and encourage those who plan to take refuge in a public shelter to bring bedding.

3. Shelter Operations

- a) The specific facilities that will be used for sheltering and feeding during an emergency will depend on the needs of the situation, the status of available facilities, the location of the hazard area, and the anticipated duration of operations. Shelters are typically opened and closed based on need. When occupancy of existing shelters reaches 75 to 80 percent, consideration should be given to opening an additional facility.
- b) It is generally more effective in terms of resource utilization to operate a few medium to large shelters than a large number of small facilities.
- c) Shelters should be managed by individuals with shelter management training, *preferably individuals who work in the facility on a daily basis*. The ARC and the Shelter Officer will jointly maintain a listing of trained shelter and mass care facility managers in the local area.
- d) To ensure consistency in shelter activities, it is desirable that all shelters follow a general set of operating guidelines. When the ARC opens a shelter, ARC policies guide how the facility is staffed and operated.
- e) Shelter managers are expected to provide periodic reports on the number of occupants and the number of meals served. Volunteer groups operating shelters may also be required to report this information through their organizational channels.
- f) Local government is responsible for providing the following support for shelter operations:
 - 1) Security and, if necessary, traffic control at shelters.

- 2) Fire inspections and fire protection at shelters.
 - 3) Transportation for food, shelter supplies, and equipment if the organization operating the shelter cannot do so.
 - 4) Transportation of shelter occupants to feeding facilities, if necessary.
 - 5) Basic medical attention, if the organization operating the shelter cannot do so.
- g) Evacuees normally return to their homes as soon as the danger has passed. Hence, most shelters are closed quickly and returned to normal use. However, some evacuees may be unable to return to their homes due to damage or destruction. It may be necessary to have one or more shelters remain open for an extended period until those who cannot return to their residences can be relocated to motels; rental units, mobile homes, and other types of temporary lodging. Such extended use facilities should have showers and on-site feeding; cots should be provided.

C. Mass Care

Mass care includes the registration of evacuees, feeding of evacuees and emergency workers, and provision of other life support needs for shelter occupants.

1. Registration

- a) The purpose of registration is to be able to respond to inquiries about the status of evacuees, monitor health concerns, and provide a basis for post-emergency follow-up support.
- b) The ARC will assist local government in the registration of evacuees who are housed in ARC shelters. The Shelter Officer should coordinate with other organizations that operate shelters to ensure that evacuees occupying those facilities are registered and information provided to the EOC.

2. Feeding:

- a) Both fixed facilities and mobile units may be used for preparing and serving meals. Fixed facilities include schools, churches and civic buildings serving as shelters. The ARC, the Salvation Army (TSA), and other disaster relief agencies may also deploy self-contained mobile feeding units to supplement fixed feeding facilities.
- b) The U.S. Department of Agriculture (USDA), through the Health and Human Services Commission (HHSC), food banks, and commercial facilities provides USDA commodities used in preparing meals or for distribution to disaster victims.
- c) If a school is used as a congregate feeding site, the school may use USDA commodities already on its shelves to prepare meals for mass care operations. USDA will replace them or credit their entitlement dollars as long as school officials provide HHSC with an itemized list of which commodities were used and daily meal counts. USDA commodities **may not** be used without prior approval from HHSC. The request must come from the ARC. Form FCS-292, which is a report of commodity distribution, must be completed by school officials within 30 days after the termination of assistance to the disaster victims. Also HHSC will arrange to have additional USDA commodities shipped to the feeding site, if necessary, either directly from USDA or one of the HHSC warehouses.

3. Other Needs

In addition to the provision of shelter and mass care services, evacuees may need assistance with clothing, basic medical attention, prescription medicines, disaster mental health services, temporary housing, and other support services. Some of these services may be provided by the same volunteer organizations that are operating shelters. In other cases, the Shelter Officer will have to identify the needs of those in public shelters to the Human Services Officer, who may be able to arrange for assistance from other volunteer organizations and agencies. Many human services programs also serve disaster victims that have not been evacuated from their homes. A description of human services programs and procedures for requesting human services support are provided in Annex O (Human Services).

D. Functional and access needs Groups and Individuals

1. Special facilities include hospitals, nursing homes, group homes, and correctional institutions. Such facilities are responsible for the welfare and safety of their clients, who may need specially trained staff to care for them and special equipment and facilities to meet their needs. Institutions supporting functional and access needs populations are required by state and federal regulations to have disaster preparedness plans that provide for evacuation and relocation of the institution's population to comparable facilities in an emergency.
2. Mass care shelters for the general population are not staffed or equipped to handle functional and access needs groups. These groups, particularly medical patients and prisoners, should not be relocated to shelters used by the general public. In the event that special facilities encounter difficulty in evacuating and relocating their clients, local officials may need to assist those facilities in arranging transportation and in locating suitable reception facilities. It may also be necessary to assist in relocating some medical patients who are living at home.
3. Public shelters can generally accommodate individuals with functional and access needs who require minimal care and are attended by their families or other caregivers.

E. Handling of Pets

1. Evacuees who go to the homes of relatives or friends or commercial accommodations with their pets do not normally pose difficulties during an evacuation. However, evacuees with pets seeking public shelter can create potential problems. For health reasons, pets are not allowed in emergency shelters operated by the ARC and most other organized volunteer groups. However, a number of studies have indicated that some people, particularly the elderly, will not leave their homes if they cannot take their pets with them. Hence, it is desirable to make reasonable arrangements for evacuees who come to public shelters with pets. The City of Denton Animal Control Officer located in the police department should coordinate these arrangements.
2. Depending on the situation, the City of Denton will use one or more of the following approaches to handle evacuees arriving with pets:

- a) Provide pet owners information on nearby kennels, animal shelters, and veterinary clinics that have agreed to temporarily shelter pets.
- b) Direct pet owner to a public shelter that has covered exterior corridors or adjacent support buildings where pets on leashes and in carriers may be temporarily housed.
- c) Set up temporary pet shelters at the North Texas State Fairgrounds in Denton.

F. Public Information

1. The public information staff is expected to develop emergency public information messages to advise those who are or will be evacuating of the location of public shelters and general shelter policies.
2. The public information staff should also provide information on the emergency situation to shelter managers so they can pass such information on to shelter occupants.

G. Welfare Inquiries

We will attempt to answer disaster welfare inquiries to the extent possible using the registration data obtained at shelters and other facilities. The Shelter Officer will respond to inquiries until the ARC can assume that function. For more information on Welfare Inquiries, see Section IX.E of this annex.

H. Actions by Phases of Emergency Management

1. Mitigation:
 - a) Identify volunteer organizations that could assist in shelter and mass care operations and develop cooperative agreements.
 - b) In coordination with volunteer organizations, identify suitable shelters and feeding facilities.
 - c) Sign agreements with volunteer organizations authorizing use of local government facilities for shelter and mass care operations.
 - d) Encourage schools, churches, and volunteer groups to sign written agreements for use of their facilities as emergency shelters.
2. Preparedness:
 - a) Send selected local officials to shelter management training and encourage those organizations or agencies that will be making their facilities available for use as shelters to send their personnel to such training.
 - b) In coordination with volunteer organizations, identify potential shelters, and develop general shelter and mass care procedures for the local area.
 - c) Coordinate basic communication and reporting procedures.
 - d) Develop facility setup plans for potential shelters.
 - e) Identify population groups requiring special assistance during an emergency (i.e., senior citizens, functional and access needs, etc.) and ensure that preparations are made to provide assistance.
3. Response:

- a) Open and staff shelters and mass care facilities.
- b) Provide information to the public on shelter locations and policies.
- c) Assist in the registration of evacuees.
- d) Provide food, clothing, first aid, and other essential services to evacuees.
- e) Maintain communications between mass care facilities and EOC.
- f) Provide periodic reports on shelter occupancy and meals served.
- g) Provide information to victims needing additional services.

4. Recovery:

- a) Assist evacuees in returning to their homes if necessary.
- b) Assist those who cannot return to their homes with temporary housing.
- c) Deactivate shelters and mass care facilities and return them to normal use.
- d) Inform public of any follow-on recovery programs that may be available.

VI. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES

A. General

1. Our normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 3 to the Basic Plan, will carry out shelter and mass care operations.
2. Operations will be organized in accordance with NIMS guidelines.
3. The City of Denton is expected to be assisted by the ARC, other volunteer organizations active in disaster, and local volunteer groups and charitable organizations in conducting shelter and mass care operations. The Shelter Officer is responsible for coordinating the efforts of local government, volunteer groups, and other agencies involved in shelter and mass care operations.

B. Task Assignments

1. The City Manager will:
 - a) Direct the opening of local shelter and mass care facilities and the closing of such facilities when they are no longer needed.
 - b) Approve release of emergency public information materials on shelter locations and guidance on what people should bring and not bring to public shelters prepared by the public information staff.
 - c) Coordinate shelter and mass care efforts with the ARC, disaster support agencies, and other local governments, where appropriate.
 - d) Request shelter and mass care support from ARC, disaster support agencies, and other local governments or the State if local resources are insufficient.

2. The EMC will:

- a) Coordinate shelter and mass care planning with the ARC, Shelter Officer, the PIO, the Human Services Officer, other local officials, and volunteer organizations.
- b) When the situation warrants, recommend to the City Manager that shelter and mass care operations be implemented. Recommendations on the number of facilities to be activated and specific facilities to be used should be coordinated if possible with the ARC and other volunteer organizations that will operate/support those facilities.
- c) Coordinate with the functional managers in the EOC to provide support for shelter and mass care activities.
- d) Receive reports on shelter and feeding operations from the Shelter & Mass Care Officer. During major emergencies, summarize shelter and mass care activities in the periodic Situation Report; see Annex N, Direction & Control, concerning this report.
- e) When conditions warrant, recommend to the City Manager that shelter and mass care facilities will be closed.

3. The Incident Commander will:

Identify requirements for shelter and mass care support needed as a result of an evacuation.

4. The Parks and Recreation Director shall serve as Shelter Officer and will:

- a) Coordinate with the American Red Cross - Dallas Branch/Denton Office to manage local shelter and mass care activities. See Appendix 1 to this annex.
- b) In coordination with the American Red Cross, identify potential shelter and mass care facilities. See Appendix 1 to this annex.
- c) Ensure cooperative agreements with the American Red Cross relating to shelter and mass care support are up-to-date. See Appendix 2 for pertinent information.
- d) When shelters are opened, coordinate with the American Red Cross to identify requirements for facility security and fire protection requirements for shelters in cooperation with the police and fire departments.
- e) Assist with resource support for shelter operations.
- f) Receive reports on shelter and mass care operations from the American Red Cross and provide summary information at EOC briefings.
- g) Respond to disaster welfare inquiries until that function is assumed by the American Red Cross.

5. Shelter Managers (American Red Cross) will:

- a) Staff and open shelters and keep them operating as long as necessary.
- b) Register shelter occupants and assist in answering disaster welfare inquiries.
- c) Arrange for mass feeding if required.
- d) Identify additional resource requirements to the Shelter Officer.
- e) Coordinate with the Shelter Officer to provide individual and family support services as needed.
- f) Submit a daily mass care facility status report to the Shelter Officer that indicates the number of shelter occupants, the number of meals served, and the condition of the facility, and also identifies any problem areas.
- g) Maintain records of supplies received and expended.

- h) When directed, terminate operations, turn in equipment and unused supplies, return the facility to its original condition, and submit a final report mass care facility status report.

6. The Police Chief will:

- Provide security and law enforcement at shelter and mass care facilities, as required.

7. The Fire Marshal will:

- a) Inspect shelter and mass care facilities for fire safety.
- b) Provide and maintain shelter fire extinguishers.
- c) Train shelter management staff in fire safety and fire suppression, as needed.

B. Technology Services will:

Assist with providing additional telephone and Internet services at the shelter locations, as required.

9. The Transportation Officer will:

- a) Arrange transportation for evacuees in shelters to feeding sites if necessary.
- b) Arrange transportation for shelter equipment, food, clothing, blankets, comfort kits, and other shelter supplies to shelter and mass care facilities.
- c) Upon request, provide transportation for return of evacuees without vehicles to their homes.

9. The Health and Medical Officer will:

- a) Coordinate basic medical assistance for individuals in mass care facilities.
- b) Monitor health and sanitation conditions in mass care facilities.

10. The Human Services Officer will:

- a) Coordinate provision of clothing, blankets, personal care items and other items to evacuees.
- b) Upon request, coordinate disaster mental health services for occupants of mass care facilities.

11. The PIO will:

- a) Provide information to the public on the locations of shelters and shelter operating policies.
- b) Provide updates on the emergency situation to shelter managers to be passed on to shelter occupants.
- c) Provide public information on closure of shelters and return of evacuees to their homes.

12. The Animal Control Officer will:

- a) Coordinate arrangements to provide temporary facilities for evacuees arriving at shelter and mass care facilities with pets.
- b) Be prepared to provide shelter managers with information on procedures for handling evacuees with pets.

13. The American Red Cross

Pursuant to a cooperative agreement between the ARC and the City of Denton, the ARC has agreed to do the following:

- a) Staff and operate shelter and mass care facilities.
- b) Register evacuees.
- c) Provide mass feeding for victims and emergency workers.
- d) Provide emergency assistance for other essential needs.
- e) Process inquiries from concerned families outside the disaster area.

14. Denton ISD School Superintendent will:

Shelter students in school buildings when the situation warrants.

15. Water/Wastewater/Electric Utilities will:

To the extent possible, ensure power, water supply, and sanitary services are operable at shelter and mass care facilities during emergency conditions.

16. Other Volunteer Groups

The following groups have agreed to provide the services indicated through the **Denton County Volunteer Organizations Active in Disasters (VOAD)**. **Note:** Contact Names/Numbers and services provided are on file in the Emergency Operations Center.

American Red Cross-Dallas Area Chapter (Denton Office)
Catholic Charities
Christian Community Action
Civil Air Patrol
Denton Bible Church
Denton County Amateur Radio Emergency Services (ARES)
Denton County Community Emergency Response Team (CERT)
Denton County Health Department
Denton County Medical Reserve Corps (MRC)
Denton Independent School District (ISD)
Hope, Inc.
Immaculate Conception Catholic Church
Monsignor King Outreach Center
North Central Texas Area Agency on Aging
Our Daily Bread
Retired and Senior Volunteer Program (RSVP)
Salvation Army
Society of Saint Vincent DePaul

SPAN
Sweat Team Ministries
United Methodist Church-North Texas Conference
United Way of Denton County
Volunteer Center of North Texas

VII. DIRECTION AND CONTROL

A. General

1. The City Manager shall establish priorities for and provide policy guidance for shelter and mass care activities.
2. The EMC will provide general direction to the Shelter Officer regarding shelter and mass care operations.
3. The Shelter Officer will plan and manage the conduct of shelter and mass care activities, coordinating as necessary with volunteer organizations, such as the ARC, that participate in shelter operations or mass feeding and other departments and agencies.
4. The ARC will provide shelter and feeding managers who will be responsible for the operation of the individual facilities.
5. Methods of direction and control will be consistent with NIMS guidelines.

B. Line of Succession

1. The line of succession for the Shelter Officer (Parks and Recreation Director):
 - a. Assistant Parks & Recreation Director
 - b. Program Area Manager- Recreation Centers
 - c. Business Manager
2. The line of succession for other shelter and mass care personnel will be in accordance with existing policies and SOPs.

VIII. READINESS LEVELS

A. Level 4: Guarded Conditions

See the mitigation and preparedness activities in sections V.H.1 and V.H.2 of this annex.

B. Level 3: Elevated Readiness

1. Alert key staff and volunteer organizations involved in shelter and mass care activities of threat.
2. Review personnel availability and assignments.
3. Assess potential shelter and mass care requirements.

4. Review and update lists of lodging and feeding facilities and check on availability of facilities.
5. Monitor the situation

C. Level 2: High Readiness

1. Place staff on standby and make preliminary assignments. Identify personnel to staff the EOC when activated.
2. Update estimate of shelter and mass care requirements.
3. In coordination with volunteer organizations, check on availability of facilities and identify facilities that will actually be used.
4. In coordination with volunteer organizations, develop tentative shelter and feeding facility opening sequence
5. Identify requirements for pre-positioning equipment and supplies.
- 6c Draft information for release to the public concerning shelter locations.

D. Level1: Severe Situation

1. Deploy selected personnel to the EOC to monitor the situation and support precautionary activities. Place other staff on-call.
2. Update estimate of shelter and mass care requirements.
3. In coordination with volunteer organizations, update potential facility use plans and tentative facility opening sequence.
4. In coordination with volunteer organizations, develop updated staff assignments for emergency operations.
5. Consider precautionary staging of personnel, equipment, and supplies.
6. Coordinate with the Communications Officer on anticipated communications requirements.
7. Coordinate with the Transportation Officer on anticipated transportation requirements.
8. If appropriate, provide the public information about potential shelter locations.

IX. ADMINISTRATION AND SUPPORT

A. Records

1. Shelter and feeding facility managers shall maintain a record of supplies received and expended. Copies of these records will be provided to the Shelter Officer, who shall maintain a consolidated file.
2. Documentation of Costs. All departments and agencies will maintain records of personnel and equipment used and supplies expended during shelter and mass care operations as a basis for possible cost recovery from a responsible party or insurer or possible reimbursement of expenses by the state or federal government.

B. Reports

1. Shelter Managers will report occupancy and number of meals served figures to the Shelter Officer in the EOC daily.
2. The EOC will include shelter occupancy information in the periodic Situation Report sent to the Disaster District and other agencies. Information on the Situation Report is provided in Annex N, Direction & Control.
3. The ARC and other volunteer groups may also report shelter and feeding information through their organizational channels.

C. Training & Exercises

1. The EMC will coordinate with the ARC to ensure that shelter management and other appropriate training is made available to local officials and volunteers who participate in shelter and mass care activities. All departments and organizations should ensure that their personnel are trained to accomplish the tasks assigned to them.
2. Emergency exercises shall periodically include a shelter and mass care scenario based on the hazards faced by this jurisdiction. Volunteer organizations that participate in shelter and mass care operations shall be invited and encouraged to participate in such exercises.

D. Communications

The primary communications between shelter and mass care facilities and the EOC will be by telephone. If telephones cannot be used, radios should be provided; amateur radio operators may be able to assist with communications needs.

E. Welfare Inquiries

1. The City of Denton will attempt to respond to disaster welfare inquiries until the ARC can establish a Welfare Inquiry system to answer requests from relatives and friends concerning the safety and welfare of evacuees or those in disaster areas. The Welfare Inquiry system uses information from shelter lists, casualty lists, hospitals, and other sources to aid in family reunification and in responding to inquiries from immediate family

members from outside the affected area about the status of their loved ones. A Welfare Inquiry system may not be established in short duration emergency situations.

2. Mass care facilities assist in Welfare Inquiries by gathering information on disaster victims through registration of victims at shelters. Assistance may also include the distribution of postcards to shelter residents for their use in contacting family members outside the affected area. The organization of the Welfare Inquiry function may vary considerably. For a small-scale operation, the local ARC chapter may provide assistance. For a large operation, a Welfare Inquiry team may be established. The need for the Welfare Inquiry function and its composition depend on factors such as the number of families affected, media coverage of the event, lack of communication capabilities in the affected area, and the number deaths, injuries, and illnesses.
3. Shelter managers must be aware of the importance of confidentiality in gathering and releasing information about shelter occupants. Welfare Inquiries will be addressed to the Shelter Officer until the ARC assumes responsibility for this function.

F. External Assistance

If shelter and mass care needs cannot be satisfied with local resources and those obtained pursuant to inter-local agreements and from volunteer organizations, authorized local officials may request state assistance from the Disaster District Committee (DOC) 4 in Hurst. For more details on requesting state assistance, see Section V.F of the Basic Plan.

X. ANNEX DEVELOPMENT & MAINTENANCE

- A. The Parks & Recreation Director shall serve as the Shelter Officer and is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.
- B. This annex will be reviewed annually and updated in accordance with the schedule outlined in Section X of the Basic Plan.
- C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs covering those responsibilities.

XI. REFERENCES

- A. ARC Disaster Services Program, *Mass Care- Preparedness and Operations*, ARC 3031, April 1987.
- B. ARC Disaster Services Program, *Disaster Welfare Inquiry*, ARC 3044, April 1996.
- C. Annex C (Shelter & Mass Care) to the *State of Texas Emergency Management Plan*

D. Texas American Red Cross home page: www.redcrosstexas.org. This site contains information on the Texas ARC as well as information on the coverage areas for the ARC Chapters as well as addresses and phone numbers for those chapters.

Appendices:

Appendix 1 Reception and Care Facilities
Appendix 2..... Shelter & Mass Care Documents
Appendix 3 Hurricane Reception and Care

RECEPTION AND CARE FACILITIES

- A.** Buildings listed in this appendix have been surveyed for their suitability as temporary reception and care facilities. The buildings surveyed fall into the following categories:
1. Public schools with multi-purpose rooms, showers, and cafeteria facilities.
 2. Church facilities such as parish centers with kitchens.
 3. Governmental facilities such as recreation centers, community centers, or activity centers for senior citizens.
- B.** The following are definitions used in the facilities listing:
1. Estimated Shelter Capacity: The estimated short-term capacity of the facility based on 40 square feet per person.
 2. Estimated Feeding Capacity: The estimated number of people for which the facility can prepare food e.g. three simple meals per day.
 3. Shelter Agreement:
 - a. Indicate the organization the building owner(s) have the shelter agreement with e.g. ARC, TSA, churches, or other volunteer group(s).
 - b. An "N" or a "No" response in this column indicates that the building is not presently covered by a shelter agreement.

RECEPTION AND CARE FACILITIES LISTING

<u>NAME/ADDRESS</u>	<u>EST. CAP.</u>	<u>FEEDING FACILITIES/CAPACITY?</u>	<u>TOILETS & NUMBER?</u>	<u>SHOWERS NUMBER?</u>	<u>BACK-UP GENERATOR?</u>	<u>FACILITY USE AGREEMENT WITH RED CROSS?</u>
Denia Recreation Center 1001 Parvin Street	158	(Contract food service will be provided)	Yes/6	Yes/2	No	Yes
Denton Civic Center 321 E. McKinney Street	220	(Contract food service will be provided)	Yes/10	No	No	Yes
Denton Senior Center 509 North Bell Ave.	72	(Contract food service will be provided)	Yes/11	No	No	Yes
Immaculate Conception Catholic Church 2255 N. Bonnie Brae St.	50	On	File	With	Red	Cross
MLK Recreation Center 1300 Wilson Street	161	(Contract food service will be provided)	Yes/7	Yes/2	No	Yes
North Lakes Rec. Center 2001 Windsor	157	(Contract food service will be provided)	Yes/6	Yes/2	No	Yes
Saint Andrews Presbyterian 300 W. Oak Street	102	On	File	With	Red	Cross
Trinity Presbyterian Church	54	On	File	With	Red	Cross
UNT Bahnsen	220	On	File	With	Red	Cross
UNT Physical Education Building	450	On	File	With	Red	Cross
University of North Texas- Coliseum	300	On	File	With	Red	Cross

* Note: Camp Copass and the UNT Coliseum are the primary hurricane evacuee shelters for Denton.

SHELTER & MASS CARE DOCUMENTS

**APPENDIX2
FACILITY USE AGREEMENTS**

Facility Use Agreements between the City of Denton and the American Red Cross are on-file in the City Secretary's Office for the following City facilities:

Denton Civic Center
Denton Senior Center
Denia Recreation Center
MLK Recreation Center
North Lakes Recreation Center

HURRICANE RECEPTION & CARE

APPENDIX 3 RECEPTION AND CARE OF HURRICANE EVACUEES NORTH CENTRAL TEXAS SHELTER FRAMEWORK

This framework is intended to provide guidance and is not prescriptive or comprehensive. The actions described in this framework are not necessarily completed during every incident, nor is every activity that may be required described in this plan. Federal, state and local agency personnel should use judgement and discretion to determine the most appropriate actions at the time of the incident. The guidelines provided in this framework are not intended to override local or regional plans, but should complement those planning activities.

Preface

The North Central Texas Shelter Hub Framework is designed to outline how the region will coordinate the arrival, transportation and the designated placement of evacuees who are sheltered in the North Central Texas area during an evacuation from the Texas coast, the State of Louisiana or other instances where a mass evacuation may occur.

This plan complies with Homeland Security Presidential Directive 5 (HSPD-5) and Presidential Policy Directive 8 (PPD-8) and takes into account the needs of the whole community. The state and organizations involved operate within the principles of the National Incident Management System (NIMS) in support of the National Response Framework (NRF).

This framework does not prohibit any jurisdiction from implementing additional requirements or operating procedures within that jurisdiction.

Overview and Purpose

Successful operation of the North Central Texas Shelter Hub relies on the effective coordination between multiple levels of government. This plan defines a standard approach to providing shelter hub operational support.

Goal

To facilitate the communication and coordination of shelter operations when jurisdictions in the North Central Texas area are requested to shelter evacuees from outside of their jurisdiction.

Audience

- Texas Emergency Management Council representatives.
- State Operation Center personnel.
- Disaster District Committee Chairs.
- Local jurisdictions with sheltering responsibilities.
- The State of Louisiana-GOHSEP.
- Other evacuation stakeholders.

Planning Assumptions

- The State of Texas State Operations Center requests the activation of shelter hub operations.
- Evacuees may come from outside the North Central Texas area.
- Evacuees will arrive into the Metroplex by various transportation methods, including personal vehicles.
- Point to point shelter agreements may be present in the Dallas – Fort Worth area.
- Successful local shelter operations may require assistance from the State of Texas.
- The shelter hub framework requires a minimum of 24-36 hours to be fully operational.
- Evacuees will arrive with service animals and pets.
- This plan outlines guidelines for emergency sheltering, not temporary housing, with phased repatriation back to areas closer to impacted areas.

Concept of Operations

This section outlines the functional strategies by which the North Central Texas Shelter Hub is supported by Disaster District 4 Garland/Hurst, state partners, and other agencies or jurisdictions involved in shelter hub operations in the North Central Texas Region.

Successful shelter hub operations require a complex coordination of city, county, state, non-profit and private sector partners. Coordinated operation of the shelter hub system allows for the equitable distribution of individuals requiring sheltering across the region, the effective use of resources and the ability of jurisdiction(s) to operate in coordination with statewide partners.

Shelter hub operations are successful when:

- Activation procedures of the shelter hub system are clearly outlined and understood.
- Regional operational strategies are understood.
- Shelter evacuee placement decisions are made according to pre-existing strategies.
- Effective communication tools are used to coordinate the flow of information across all layers of government.

Three operational strategies are outlined in this document to facilitate successful operations of the North Central Texas shelter hub system.

Strategy 1 – Define the shelter hub framework support processes. Strategy 2 – Define an operational strategy for regional coordination. Strategy 3 – Decision-making support for the distribution order of evacuees

The strategies described above are designed to be used by the state or DOCs and do not override local policies, procedures or plans.

Strategy 1: Define the shelter hub framework support process.

This section describes the activities of DOCs leading up to the activation of the Mesquite Reception Center, the Vehicle Replenishment Point and support from other organizations.

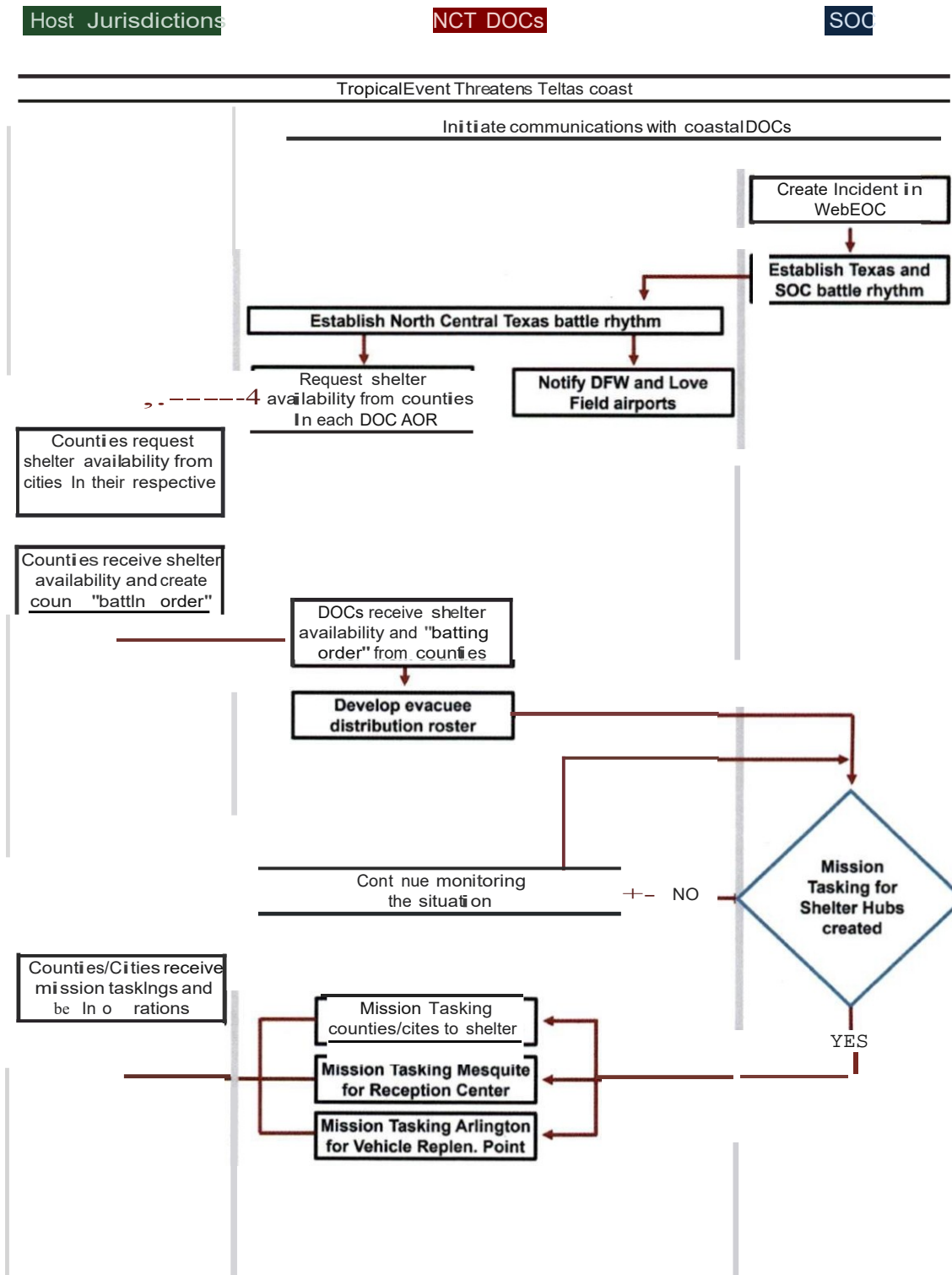
The State of Texas State Operations Center (SOC) may activate the Mesquite Reception Center located in and operated by the City of Mesquite. This activation may come from the SOC in the form of a mission tasking via WebEOC. In order to prepare for activation of the reception center, several important tasks must take place before a mission tasking is issued.

Those tasks include:

- Opening lines of communication between all DOCs.
- Notifying DFW Airport and Dallas Love Field of the intent to shelter in North Texas.
- Polling local jurisdictions current shelter capacity.
- Establishing operational battle rhythms and an evacuee distribution order.

The State of Texas SOC may also request activation of the Vehicle Replenishment Point (VRP) to restock and refuel buses after evacuees have been transported to shelter locations. The VRP would be located in and operated by the City of Arlington in conjunction with state and/or private resources. This activation may come from the SOC in the form of a mission tasking via WebEOC. Prior to activation of the VRP, the City of Arlington must make space available for the arrival of state and/or private transportation resources.

The diagram on the next page is designed to display some of the major components of Strategy 1: Define shelter hub framework support process.



Strategy 2: Define an operational strategy for regional coordination.**This section gives an overview of how organizations involved coordinate during active sheltering operations in North Central Texas.**

When evacuees depart a state embarkation site or evacuated area, they will move toward the Dallas-Fort Worth Metroplex to the Mesquite Reception Center. Disaster District Committee 4 Garland and Hurst will work to support the operations of the local jurisdictions.

Below is a list of pre-defined processes to outline communication and coordination channels when shelter operations have been activated in the north central Texas region.

- DOCs Hurst and Garland will coordinate with one another
- DOC liaisons will be provided from Hurst to Garland and from Garland to Hurst.
- DOC 4 Garland and DOC 4 Hurst coordinate with the American Red Cross, Texas Military Department and other support organizations as necessary and required by the operation.
- DOCs coordinate with the State Operations Center.
- DOC 4 Garland coordinates with evacuating jurisdictions laterally and working through the SOC.
- All DOCs will coordinate with their respective counties.
- All counties will coordinate with the jurisdictions within their respective geographic boundaries.
- The Mesquite Reception Center coordinates information with DOC 4 Garland and will request resources from the state through Dallas County.
- The Vehicle Replenishment Point in Arlington coordinates information with DOC 4 Hurst and will request resources from the state through Tarrant County.
- Evacuees arriving by plane to Dallas Love Field or DFW International Airport will be transported directly to sheltering jurisdictions via state-provided busses.
- A regional Joint Information System (JIS) will be activated as needed.

The diagram on the next page explains how organizations involved coordinate with each other during active shelter operations in North Central Texas.

Strategy 3: Decision making support for the distribution order of evacuees.

The section below outlines decision making processes and factors for shelter opening and closing methodology.

Based on county prioritization, the following principles should be considered:

- Based on expected inflow, the DOC may request shelters "ramp up" and prepare to open for surge capacity. As a shelter is opened, the DOC will request the next shelter on the "batting order" to ramp up until the DDC confirms from the state that evacuation efforts are complete.
- Available large capacity shelters closest to the Mesquite Reception Center, Dallas Love Field, and/or Dallas-Fort Worth International Airport will be opened before smaller or more distant shelters, as appropriate
- Self-sufficient shelters (those that require limited or no state resources to open) will be opened first to maximize resource availability.
- Balance shelter locations and burden.
- When an open shelter accepts self-evacuees and processes them into their operations, they will maintain accurate counts of all evacuees taking shelter and report such to the county and DOC. The DOC will ascertain available shelter space remaining from an open shelter before making additional distributions to it.

Guiding thoughts on shelter closing/collapsing methodology will be:

- Collapse shelters within a county first as evacuees begin to return home
- Collapse smaller shelters into larger open shelters within the region.
- Collapse shelters from outlying areas into metro areas as appropriate.
- Make every effort to limit the number of times an evacuee is moved from shelter to shelter. The goal is to move an evacuee only once.
- Jurisdictions are requested to provide 24 hour notice prior to closing a shelter

The schedule below includes expected events; the list is not prescriptive and will be implemented based on sound situational awareness and event driven requirements.

Approximate Time	Event	Trigger Point	Responsible Agency
H-120	Hurricane threat detected (Category 3 or greater)		
	DOC 4 Garland & Hurst initiates coordination/communication with coastal DOCs and the SOC		TDEM-DDCs/SOC
	WebEOC incident established	Yes	TDEM-SOC
	DOC 4 Hurst & Garland establish coordinated battle rhythm (NCT Battle Rhythm)	Yes	DOCs/Local Jurisdictions
H-102	SOC requests DOC's to poll for regional shelter availability	Yes	TDEM-SOC
	DOCs request county EMCs to poll local jurisdiction		DOCs
H-96	NOMS Patient Rostering and Evacuation Plan to DFW Hospitals begins	Yes	TXDHS/SHS/HHS
H-72	State of Texas activates the Mesquite Reception Center through STAR	Yes	TDEM-SOC
	State of Texas activates Vehicle Replenishment Point through STAR	Yes	TDEM-SOC
	State of Texas activates initial shelter facilities through STAR	Yes	TDEM-SOC
H-64	Counties return shelter availabilities		Local Jurisdictions
	DOCs ask counties to develop county-specific shelter populating order		DOCs
H-56	Counties return their county-specific shelter populating order to DOCs		Local Jurisdictions
	DOC liaisons activated to respective DOCs		DOCs
H-54	DOC 4 Hurst communicates shelter		DOC Hurst

Appendix 3 to Annex C

	population order to DOC 4 Garland		
	DOC 3 Garland (in coordination with 4 Hurst) determines area shelter populating order		DOCs
H-52	Pre-identified State resources will be in-region and operational	Yes	TDEM-SOC
	DOC 4 Garland publishes regional shelter population order	Yes	DOC Garland
H-48	Air Evacuation begins	Yes	TDEM/FEMA
	Mesquite Reception Center operational, begins receiving evacuees	Yes	City of Mesquite
	First shelter open, ready to accept evacuees	Yes	Local Jurisdictions

Assignment of Responsibilities

This section specifies the responsibilities of stakeholders with capabilities during the duration of shelter hub operations.

Jurisdictions, agencies and organizations that support shelter hub operations response may be perform the general tasks listed below.

General Responsibilities

Complete	General Responsibilities Checklist Task
<input type="radio"/>	Determine staff requirements.
<input type="radio"/>	Identify specific personnel who can fill extended emergency duty positions in required positions. Ensure that the number of personnel identified is adequate.
<input type="radio"/>	Train representatives in accordance with NIMS requirements and ensure that these representatives are made aware of the capabilities of their parent organizations to provide assistance and support and be prepared to provide recommendations.
<input type="radio"/>	Ensure appropriate actions guides and standard operating guides are developed and maintained.
<input type="radio"/>	Develop and maintain contact lists and notification procedures.
<input type="radio"/>	Develop and maintain procedures for identifying, locating, and committing, deploying, and accounting for agency emergency support resources.
<input type="radio"/>	Assist with fulfilling intrastate and interstate mutual aid when possible.
<input type="radio"/>	Provide situational and operational status reports in accordance with existing procedures and/or as requested by the primary agency.
<input type="radio"/>	Support and coordinate functional needs support services.

Agency/Organization Responsibilities

Responsibilities are organized by stakeholder into preparedness, response and recovery phases. Some agencies provide personnel and/or equipment, while other agencies offer knowledge and expertise in working with response agencies, the vendor community, or commercial organizations or associations in supplying services, or in restoration of disrupted services. **Disaster District Committee (DOCs)**

DDC Responsibilities			
Complete	Phase	Task	Type
<input type="radio"/>		Coordinate with DOCs on sheltering operations.	
<input type="radio"/>		Provide liaison to DOCs when requested.	
<input type="radio"/>		Provide liaison to Mesquite Reception Center or Arlington Vehicle Replenishment Point when requested.	
<input type="radio"/>		Coordinate with local jurisdictions within geographic boundaries.	
<input type="radio"/>		Coordinate with SOC.	
<input type="radio"/>		Coordinate with evacuating districts.	
<input type="radio"/>		Activate the DOC when necessary.	

City of Mesquite Responsibilities			
Complete	Phase	Task	Type
<input type="radio"/>		Operates the Mesquite Reception Center.	

City of Arlington Responsibilities			
Complete	Phase	Task	Type
<input type="radio"/>		Acquire VRP location with adequate space in preparation for arrival of private/State resources.	

State Operations Center (SOC)

SOC Responsibilities			
Complete	Phase	Task	Type
<input type="checkbox"/>		Create incident in WebEOC.	
<input type="checkbox"/>		Initiates STAR to NCT facilities.	

Mass Care/Volunteer Agency Active in Disasters

VOAD/Mass Care Responsibilities			
Complete	Phase	Task	Type
<input type="checkbox"/>		Provide mass care liaison to the DOC upon request.	
<input type="radio"/>		Support local shelter operations in accordance with local agreements and requests.	

Authority

Strategic planning guidance and authorities governing the enactment and implementation of this annex are summarized below.

Statute	Authority Relevance	Link
<p>Section 418.050, Texas Government Code</p>	<p>Allows for reentry of areas previously evacuated because of a disaster or threat of disaster.</p> <p>Reentry procedures may vary for different types of disasters.</p> <p>Phased reentry plan shall:</p> <ul style="list-style-type: none"> - Recognize the role of local emergency management directors in making decisions regarding the timing and implementation of reentry plans for a disaster. - Provide local emergency management directors with sufficient flexibility to adjust the plan as necessary to accommodate the circumstances of a particular emergency. <p>Develop a reentry credentialing process and include its use in the reentry plan.</p> <p>The Texas Department of Public Safety shall provide support for the credentialing process.</p>	<p>http://www.statutes.legis.state.tx.us/Docs/GV/htm/GV.418.htm#418.050</p>
<p>Section 418.117, Texas Government Code</p>	<p>If the assistance of a person who holds a license, certificate, permit, or other document qualification in a professional, mechanical, or other skill is requested by a state agency or local government entity under the system, the person is considered licensed, certified, permitted, or otherwise documented in the political subdivision in which the service is provided as long as the service is required.</p>	<p>http://www.statutes.legis.state.tx.us/Docs/GV/htm/GV.418.htm#418.117</p>
<p>Chapter 508 Texas Health and Safety Code</p>	<p>The commissioner of public health or a health authority may, with respect to an area quarantine imposed under this chapter, exercise any power for a response to the introduction of an environmental or toxic agent into the environment under this section that is authorized by Section 81.085 for a response to an outbreak of a communicable disease.</p>	<p>http://www.statutes.legis.state.tx.us/Docs/HS/htm/HS.508.htm</p>
<p>Chapter 778, Texas Health & Safety Code</p>	<p>Whenever any person holds a license, certificate, or other permit issued by any state party to the Compact evidencing the meeting of qualifications for professional, mechanical, or other skills, and when such assistance is requested by the receiving party state, such person shall be deemed licensed, certified, or permitted by the state requesting assistance to render aid involving such skill to meet a declared emergency or disaster. subject to such limitations and conditions as the governor of the requesting state may prescribe by executive order or otherwise</p>	<p>http://www.statutes.legis.state.tx.us/Docs/HS/htm/HS.778.htm</p>

Maintenance and Changes

This section describes the process by which this document will be maintained and updated.

Development and Maintenance

This plan is developed and maintained by the North Central Texas Regional Sheltering Working Group comprised of stakeholder entities having a role in regional mass care operations.

The NCT Shelter framework will be reviewed annually before May 1 and or following a real world/exercise activation. All reviews and updates will be at the discretion of the North Central Texas Regional Sheltering Working Group.

Record of Change

CHANGE NUMBER	DATE OF CHANGE	CHANGE MADE	INITIALS AND DATE ENTERED
1	April-May 2016	Full plan review and update	NCTWorking Group

For More Information

For more information on this framework contact Irish Hancock at irish.hancock@arlingtontx.gov or Carrie Little at clittle@plano.gov
General questions should be directed to Rafael Reyes, District Coordinator (DOC 4 Hurst, Texas Division of Emergency Management, Rafael.Reyes@dps.texas.gov)

www.txdps.state.tx.us/dem/Preparedness/plansUnit.htm