

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX J  
SHELTER AND MASS CARE**

Updated: April 16, 2009

Primary Agencies:	Department of Social Services
	Health Department
	American Red Cross
Support Agencies:	County School System
	Sheriff
	Emergency Medical Services
	Emergency Management
	Others as required or requested

**I. PURPOSE**

This annex provides for the protection of the population from the effects of hazards through the identification of shelters and provision of mass care and social services in shelters.

**II. CONCEPT OF OPERATIONS**

- A. The NC Department of Human Resources (DHR) and the Madison County Department of Social Services (DSS) is responsible for shelter and mass care matters. The American Red Cross (ARC) through written agreement with the State of North Carolina and by NC General Statute 166A-9, may provide shelter and mass care to the general population in designated counties during emergencies. The DHR will assure that shelter and mass care is made available to complement ARC services and in those situations in which ARC cannot provide shelter and mass care.
- B. The DHR will support County Social Services efforts, arrange for shelters at DHR institutions, and transfer Social Services personnel to the affected area as needed. DHR will work in conjunction with the American Red Cross, Salvation Army, and volunteer organizations to provide care for disaster victims.
- C. The County DSS and the ARC will coordinate shelter locations and operation, and will mutually support shelter operations with shared personnel and support services whenever possible.
- D. Public and private providers of institutional care (medical and residential) remain responsible for having shelter plans which are approved by local DSS and Emergency Management, and for continued care of their clientele when in shelter.
- E. Within the National Response Framework, mass care, emergency assistance, housing and human services are an emergency support function (ESF-6).

**III. ORGANIZATION**

- A. Organization
  - 1. The Emergency Management Coordinator is responsible for developing a comprehensive Shelter and Mass Care program.
  - 2. DSS is designated as the lead governmental agency for shelter activation and operation.

3. When the American Red Cross provides shelter and mass care, the agreements will be contained in statements of understanding with the County Department of Social Services and the Madison County School System.
4. The County DSS remains responsible for answering the provision of shelter and mass care as follows:
  - a. for special needs groups within the general population and;
  - b. for the general population when ARC does not provide shelter and mass care.
5. NCDHR works with local Emergency Management to assure that all public and private special needs care providers plan for shelter and mass care needs of their populations and that public shelter is provided when necessary for comprehensive shelter care.

#### **IV. DIRECTION AND CONTROL**

- A. The Director of Madison County Social Services will direct and control DSS shelter and mass care operations for the county.
- B. The American Red Cross will direct and control ARC shelter and mass care operations.
- C. Assumption of financial responsibility dictates direction and control.

#### **V. CONTINUITY OF GOVERNMENT**

The line of succession for Shelter and Mass Care is:

1. Director of Madison County Social Services
2. American Red Cross Liaison
3. Superintendent of Schools

#### **VI. ADMINISTRATION AND LOGISTICS**

- A. Shelter supplies consisting of appropriate forms, handbooks and identification will be provided. The shelter supplies should include, but not be limited to shelter registration forms, shelter occupancy reports, inventory reports and event log forms.
- B. The primary communications link between shelters and the EOC will be telephone. Amateur radio operators and/or law enforcement personnel assigned to the shelters will provide additional radio support.
- C. Shelters will be stocked with appropriate supplies in accordance with agencies' SOPs.
- D. Sheltering will follow a non-discrimination policy; however, shelter assignments may be required for evacuees with special needs.

**STATEMENT OF UNDERSTANDING BETWEEN THE ASHEVILLE-MOUNTAIN AREA CHAPTER  
OF THE AMERICAN RED CROSS AND  
THE MADISON COUNTY OFFICE OF EMERGENCY MANAGEMENT**

**PURPOSE**

The purpose of this statement of understanding is to provide for the cooperation and coordination between the County of Madison and its agencies and the Asheville-Mountain Area Chapter of the American Red Cross, in carrying out their assigned responsibilities in the event of natural or man-made disasters or enemy attack.

**DEFINITION OF DISASTER**

A disaster is an occurrence such as hurricane, tornado, storm, flood, high water, wind driven water, tidal wave, earthquake, drought, blizzard, pestilence famine, fire, explosion, volcanic eruption, building collapse, transportation wreck, or other situation that causes human suffering or creates human needs that the victim cannot alleviate without assistance.

**AUTHORITY**

- County of Madison Ordinances
- General Statutes of North Carolina, Chapter 166A, North Carolina Emergency Management Act
- Madison County Multi-Hazard Emergency Operations Plan
- The Asheville-Mountain Area Chapter of the American Red Cross
- The American Red Cross is an instrumentality of the United States Government, with a Congressional Charter, codified at 36 U.S.C., Section 1 et. seq., under which it is charged to "...carry on a system of relief in time of peace and apply the same in mitigating the suffering caused by pestilence, famine, fire, floods and other great national calamities..." This role has been restated in the Disaster Relief Act of 1974 (P.L. 93-288), which says "...nothing contained in this act shall limit, or in any way affect the responsibilities of the American Red Cross under the Act of January 5, 1905."

**SCOPE OF THE ASHEVILLE-MOUNTAIN AREA CHAPTER OF THE AMERICAN RED CROSS  
ACTIVITIES**

Natural Disasters - The magnitude of a disaster may be such that it simultaneously affects tens of thousands of people in several states or it may be suffering and anguish to just a few persons in one apartment building or group of houses. Regardless of the extent of the disaster, it is the responsibility of the National American Red Cross to help meet the human needs that the disaster has caused. These needs may include food, clothing, shelter aid and other basic elements for comfort and survival. As an instrumentality of the National American Red Cross, the Asheville-Mountain Area Chapter would conform to these standards on the County level.

The Asheville-Mountain Area Chapter of the American Red Cross also helps disaster victims needing long-term recovery assistance by advising and counseling them on the availability of resources, so that they can resume living in keeping with acceptable standards of health, safety and human dignity. Such resources include those of their own family, as well as federal, state and local agencies, both public and private. If there are no other resources available, the Asheville-Mountain Area Chapter of the American Red Cross may provide direct additional assistance to enable the victims to re-establish themselves. Red Cross assistance to disaster victims is not dependent upon a Presidential or other federal, state or local disaster declaration but is provided regardless of the size of the catastrophe or disaster incident. In carrying out its responsibilities to provide for mass care in peacetime disasters, including precautionary evacuations and peacetime radiological emergencies/nuclear accidents, the American Red Cross will operate appropriate shelters facilities and arrange for mass feeding and other appropriate support. In doing so, the Red Cross will pay related costs only when such activities are under the administrative

control of or authorized by the American Red Cross, or when prior written agreements have been made for some other organization to provide emergency services on behalf of the Red Cross.

American Red Cross disaster responsibilities are nationwide. Therefore, when the ARC Chapter is unable to meet the needs of the disaster victims, the resources of the total organization are made available. The American Red Cross provides blood and blood products and handles welfare inquiries from anxious relatives outside the disaster area.

The Asheville-Mountain Area Chapter of the American Red Cross may conduct an appeal for voluntary contributions of funds at the time of a disaster.

In disasters with company or owner liability implications, the customary emergency services will be extended on either a mass care basis or to individuals and families if such help is not or can not be provided immediately by the owner of the property involved, (after such unpredictable catastrophes as collapse of private dams, fires in motels, theaters, night clubs or pleasure boats).

Peacetime Radiological Emergencies/ Nuclear Accidents - In the case of peacetime radiological emergencies/nuclear accidents, which have company or owner liability implications, the American Red Cross will conduct shelter and feeding operations in centers and facilities designated in advance by the County Office of Emergency Management, under arrangements worked out among the County Office of Emergency Management, the American Red Cross and officials or owners of the buildings.

Civil Disorders - Where there is suffering and want resulting from civil disorders and fundamental human needs are not met, the Asheville-Mountain Area Chapter of the American Red Cross will participate in community action to supplement the efforts of the responsible civil authorities in extending emergency services and relief to the victims of such disturbances.

Other Emergency Situations - Situations caused by economic, political and social maladjustment including the usual hazards of industry and agriculture, are not usually considered to be within the American Red Cross responsibility for disaster preparedness and relief. There may be other kinds of emergencies involving large numbers of people; or problems related to energy outages, costs or shortages that create evident human needs or in which public officials request Red Cross assistance.

War-Caused Situations - In war-caused situations, the Asheville-Mountain Area Chapter of the American Red Cross will use its facilities and personnel to support and assist mass care and emergency operations of the Madison County Office of Emergency Management, to the extent the Red Cross considers possible, while carrying out its other essential responsibilities and assignments.

National Emergency Repatriation - During the emergency repatriation of US citizens and dependents evacuated from foreign countries during national emergencies, the Asheville-Mountain Area Chapter will at ports of entry designated in Madison County (if any), provide mass feeding, first aid and mass care including Disaster Health Services.

## **COORDINATION AND COOPERATION**

In the discharge of its responsibilities, the Asheville-Mountain Area Chapter of the American Red Cross, recognizes the responsibility of the Madison County Office of Emergency Management in disasters and will coordinate its activities as required. This is essential when a state of emergency is declared by the Governor or the President has declared an emergency or major disaster.

The Asheville-Mountain Area Chapter of the American Red Cross will keep the Emergency Management Coordinator his/her designee advised of actions taken and will keep a continuing liaison with the Madison County Office of Emergency Management to ensure effective assistance to all disaster victims.

Responsibility for coordinating the services or other voluntary agencies or groups during and after a major disaster will be undertaken by the American Red Cross upon a request from the Madison County Office of Emergency Management, and with the consent of such agencies.

The Asheville-Mountain Area Chapter of the American Red Cross agrees that, in an emergency, at the request of the Madison County Office of Emergency Management, the Red Cross liaison person will be provided at the Madison County EOC.

**PLANNING AND IMPLEMENTATION**

Cooperative arrangements for planning, exchange of information and continuing liaison regarding preparedness and disaster operations will be developed and maintained by the Madison County Office of Emergency Management, and the Asheville-Mountain Area Chapter of the American Red Cross. IN WITNESS WHEREOF, the parties hereto have executed this Statement of Understanding on the dates indicated.

For the County of Madison \_\_\_\_\_ Date \_\_\_\_\_

For the Asheville Area Chapter \_\_\_\_\_ Date \_\_\_\_\_

Attachment 2 <b>Shelter Manager Checklist</b>
<b>Shelter Manager's Responsibilities</b> <b>Assignment Information</b>
Obtain the following information:

- Nature of the Disaster
- Shelter assignment location
- Estimated shelter population
- Facility contact person
- Contact person/supervisor at the chapter/department/agency
- What other staff are being recruited:

<input type="checkbox"/>	Shift supervisor(s)
<input type="checkbox"/>	Registration (see ARC Form 5972)
<input type="checkbox"/>	Feeding
<input type="checkbox"/>	Dormitory management
<input type="checkbox"/>	Disaster Health Services
<input type="checkbox"/>	Disaster Mental Health Services
<input type="checkbox"/>	Staff recruitment and placement
<input type="checkbox"/>	Logistics

- Notify your family and supervisor.
- Review chapter/department/agency disaster response plan.

- Pack personal items: clothes, toilet items, medications, blanket, phone numbers, etc.
- Pick up shelter manager's kit.

<b>Initial Actions</b>
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- Establish contact with facility representatives and activate the building when ready. IF clients are waiting the facility may have to be partially activated immediately.
- Using the Statement of Agreement and *Facility Survey*, if they already exist, meet the facility representative for a pre-occupancy inspection. Negotiate and sign a *Facility Agreement*. Conduct pre-occupancy inspection using *Self-Inspection Worksheet Off-premises Liability Checklist*, and assess the general condition of the facility, citing pre-existing damage.
- Establish and maintain contact with the Red Cross /department/agency supervisory unit or the Emergency Operations Center.
- Survey and lay out the space plan for the shelter.
- Organize and brief staff. Assign staff to perform the following tasks:

<input type="checkbox"/>	Registration
<input type="checkbox"/>	Dormitory Management
<input type="checkbox"/>	Feeding
<input type="checkbox"/>	Disaster Health Services
<input type="checkbox"/>	Disaster Mental Health Services
<input type="checkbox"/>	Staff Recruitment and Placement
<input type="checkbox"/>	Other client services
<input type="checkbox"/>	Logistics
<input type="checkbox"/>	Public information (coordinated with the EOC Public Information Officer)
<input type="checkbox"/>	Communications (if phones are out) (i.e. Amateur Radio Emergency Services)

- Project staffing and other support requirements for the next 48 hours. Notify the chapter/department/agency.
- Order start-up supplies and equipment and request any support needed such as security, Amateur Radio operators, Public Information or Disaster Health Services personnel.
- Coordinate recruitment of additional personnel. Encourage the involvement of shelter residents as workers.
- Assess feeding options and discuss recommended solution with supervisor. Meet with Food Services supervisor.
- Establish a shelter log reporting process.
- Put up shelter identification both inside and out.
- Ensure that the Disaster Welfare Inquiry and Family Service copies of shelter registration forms are forwarded to headquarters.

<b>Ongoing Actions</b>
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- Maintain regular communications with the shelter coordinator or supervisor. Provide Shelter Daily Report information, and discuss supply needs, problems and plans.
- Establish and meet regularly with the shelter advisory committee, and ensure that the physical and mental needs of clients are being met. Develop plans to meet these needs and request assistance if

necessary.

- Ensure that shelter residents are receiving updated information about the disaster, the recovery process, and all of the resources available to them.
- Forward a copy of new registrations to Disaster Welfare Inquiry and Family Service units daily.
- Establish standard shift schedules for staff, usually for 9 to 13 hours.
- Conduct staff meetings. Include updates on disaster response and shelter operations, directions and advice from disaster headquarters, and status of problems and resolutions. Identify needs for clients, staff, supplies, and systems. Address rumors.
- Monitor disaster response efforts, and plan for the closing of the shelter.
- Ensure that the proper systems are in place to track expenditures, bills and invoices, materials, and local volunteer records.
- Develop plans for maintaining the shelter until closing is possible, including staffing and supply needs.
- Routinely inspect the safety and sanitation of the facility, including the kitchen, dormitories, bathrooms, exterior and registration area and ensure that health standards and clients' needs are being met.
- Meet regularly with the facility representative to share concerns and resolve potential problems.
- Work with the clients and feeding supervisor to ensure the appropriate menus are being planned that reflect the preferences of the shelter population.

#### Closing Actions

- Coordinate plans to close the shelter with your supervisor and community well in advance of the actual closing.
- Coordinate with Family Service to ensure timely and appropriate placement of all remaining shelter occupants.
- Communicate to any remaining shelter residents the plan for closing the shelter. Encourage individuals who have not already contacted Family Service to do so.
- Consult with your supervisor about the disposition of all Red Cross and USDA food supplies.
- Ensure Logistics staff take the following actions:

<input type="checkbox"/> Complete the inventory of all supplies owned by the facility that were used in the shelter, and forward this to your supervisor.
<input type="checkbox"/> Return all rented or borrowed equipment to owners. Send your supervisor signed receipts for such equipment.
<input type="checkbox"/> Arrange for the cleaning of the facility and have it returned to the pre-occupancy condition or as close to the pre-occupancy condition as possible.
<input type="checkbox"/> Return all Red Cross supplies and equipment to the chapter/department/agency or central storage facility. Submit to your supervisor a list of items returned.
<input type="checkbox"/> Forward all pending financial commitments to the supervisor for payment. Ask suppliers to send final bills to your supervisor.
- Consult with the supervisor about transfer or release of staff.
- Remove all Red Cross ID materials from the facility.
- Prepare a thank-you list of other voluntary organizations, vendors, and staff to be thanked or recognized.
- Forward all Mass Care shelter files to the chapter/department/agency.

## I. SITUATION AND ASSUMPTIONS

### A. Situation

1. Madison County has, within the general population, special needs individuals and special needs groups that will require individual and/or special assistance in the event evacuation is required.
2. Some persons with special needs may, with minimal assistance, be able to function in a mass care shelter, while those persons with special health needs requiring constant care and/or life support systems, will require a special needs shelter or a medical facility.

### B. Assumptions

1. Any person with special needs for whom care can be provided by that person or by family members should be accepted in the shelter serving his family and his community.
2. Sheltering for special needs will be unique to the county and the special needs shelter may be in a separate, designated area of a building housing a mass care shelter, or in a separate facility, depending on the resources available.
3. Private and government operated residential facilities caring for special needs groups, such as nursing homes, rest homes, group homes for the mentally ill or developmentally disabled, etc., are responsible for their clients continual care during and after the time an evacuation is required. **This includes financial responsibility.**
4. Private and government operated facilities caring for special needs groups for less than 24 hours, such as day care, pre-school, day health, are **responsible for their clients continual care** during and after an evacuation is required, until or unless the client is released to a parent or a responsible adult and within the agreements for such release already in place by the care giver.

## II. CONCEPT OF OPERATIONS

- A. Sheltering for special needs populations will be accomplished through the coordinated efforts of private facilities, governmental agencies, and county-to-county mutual aid agreements.
- B. The Madison County Department of Social Services is the designated agency to ensure that shelter care is provided for special needs groups. This will involve team planning for special needs shelters with public agencies such as the Madison County Health Department, private facilities, and the medical profession.
- C. The Madison County Emergency Management Coordinator will assist the Department of Social Services as well other local agencies with issues related to special needs sheltering, including coordination of operation of special needs shelters when a publicly operated special needs shelter is necessary.



- D. Divisions under the Department of Human Resources that operate residential facilities are required to have current plans in place for the evacuation and sheltering of special needs populations. These plans shall be shared with the Madison County Health Department as necessary, required or requested.
- E. Private facilities will be responsible for the evacuation and sheltering of their patients, to include transport to and from shelters, as well as financial responsibility for their clients.
- F. Sheltering needs of special needs groups may be met in the county if an appropriate facility is available; in adjoining counties with prior approval from DHR; in certain DHR State operated facilities; or, in shelters administered by the County Departments of Social Services or Health.
- G. The special needs population information may be compiled in a database and maintained by Madison County Emergency Management, Social Services, Public Health and other agencies of local government.
- H. **Special Medical Needs Definition:** Those people whose physical, emotional/cognitive, and/or medical conditions are such that they, even with the help from families or friends, would not be able to meet their basic needs during a 72 hour emergency period.

*The following medically stable and/or non-complicated medical problems may seek entrance to the Special Needs Shelter.*

- Foley Catheter maintenance
- Diabetes-stable for monitoring of insulin administration only
- Nasogastric or Gastrotomy tubes (Home maintenance)
- Ostomey
- Stable Oxygen and nebulizer therapies (Must bring own oxygen)
- Dressing changes (must bring own supplies)
- Self care tracheostomy
- Bedridden and wheelchair bound total care will only be accepted *only* if they are accompanied and cared for by responsible caregiver and *do not require a hospital bed.*

- I. **Restrictions and Limitations:** *The Special Needs Shelter* should be considered an option of last resort intended to maintain the current health, safety, and well being of the medically dependent individuals who are not acutely ill, to the best extent possible. Special Medical Needs Shelters are not equipped as a medical care facility.

Special *Medical* Needs Residents are strongly encouraged to make disaster plans where possible with available licensed health care or special home care facilities, relatives, friends and neighbors or in hotels or other commercial residential options. There will be **NO** doctor, **NO** acute care nurses, **NO** specialty care nurses, and **NO** caretakers at the Special Needs Shelter. The shelter's public health nurses will be provide general oversight and low level monitoring and will *not* be available to provide homecare activities of daily living or administration of medications/injections.

The Special Medical Needs Shelter *cannot* accommodate people who need:

- I.V. Chemotherapy
- Ventilator Care
- Peritoneal Dialysis
- Hemo dialysis
- Life Support Equipment
- Hospital Bed and/or total care