

## Capability Standard – Mass Care, Citizen Evacuation and Sheltering

Mass Care is the capability to provide immediate shelter, feeding centers, basic first aid, bulk distribution of needed items, and related services to persons affected by a large-scale incident. Mass Care is usually provided by nongovernmental organizations (NGOs), such as the American Red Cross, or by local government. The capability also provides for companion animal care/handling through local government and appropriate animal-related organizations. Functional and Medical Support Shelters (formerly known as Special Needs Shelters) are addressed as a separate capability. However, this capability does cover those individuals who have disabilities that can be accommodated in general population shelters. These individuals could include the following: A person requiring medication, Consumable Medical Supplies ([CMS], such as hearing aid batteries, incontinence supplies), or Durable Medical Equipment [DME], such as wheelchairs, walkers, canes, etc.). Other persons that could be included are:

- A person with a stable medical or psychiatric condition;
- A person who requires a caregiver where the regular caregiver can stay with the person;
- A person requiring assistance with transferring from a wheelchair to a cot where the assistance does not require specialized training or lifting equipment;
- A person requiring oxygen who is mobile and does not require medical attention; or
- A person needing assistance with some activities of daily living such as cutting of food.

This list does not include all accommodations that can be made in a general population shelter, but each shelter will have different capabilities based on location and available facilities at the time of the disaster.

Citizen evacuation and shelter-in-place is the capability to prepare for, ensure communication of, and immediately execute the safe and effective sheltering-in-place of an at-risk population (and companion animals), and/or the organized and managed evacuation of the at-risk population (and companion animals) to areas of safe refuge in response to a potentially or actually dangerous environment. In addition, this capability involves the safe reentry of the population where feasible.

**Desired Outcomes** – Mass care services, including sheltering, feeding, and bulk distribution, are rapidly provided for the population and companion animals within the affected area. Affected and at-risk populations (and companion animals to the extent necessary to save human lives) are safely sheltered-in-place or evacuated to safe refuge areas.

**Associated Target Capabilities:** Mass Care; Citizen Evacuation and Shelter-in-Place; Emergency Public Information and Warning. Additional information on building this capability can be found on pages 493 (Mass Care), 377 (Citizen Evacuation and Sheltering Place), and 421 (Emergency Public Information and Warning) of the U.S Department of Homeland Security's September 2007 document: *Target Capabilities List: A Companion to the National Preparedness Guidelines*.

**The jurisdiction has created and maintains an Emergency Operations Plan and a Resource Manual that:**

**Functional/Special Needs Populations**

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- Identifies and describes the agencies and the actions they will take to coordinate and support evacuations and sheltering-in-place for all segments of the population, including children, individuals with disabilities, and others with access and functional needs.
- Describes the conditions under which in-place and non-congregate sheltering (e.g. trailer, hotel) will be used (snow emergencies, chemical incidents, pandemics, etc.) and Identifies which agencies will determine when to implement these operations.
- Identifies and describes the agencies and the actions they will take to inform the public about in-place sheltering (directions to public to implement, updates, and termination).
- Describes the protocols and criteria used to decide when to recommend evacuation or sheltering-in-place.
- Describes incidents that would necessitate an evacuation or shelter-in-place and Identifies who has the authority to initiate an evacuation.
- Identifies and describes the actions that will be taken to conduct the evacuation (e.g., of high-density areas, neighborhoods, high-rise buildings, subways, airports, schools, special events venues, areas with a high concentration of children and individuals with disabilities) and to provide security for the evacuation area.
- Identifies and describes the actions that will be taken to perform advanced/early evacuation, which is often necessary to accommodate children and others with mobility issues.
- Identifies and describes the actions that will be taken to provide safe evacuation/transportation assistance to unaccompanied minors.
- Identifies and describes the actions that will be taken to track unaccompanied minors and to reunite children with their families.
- Identifies and describes the actions that will be taken to protect target at-risk groups and/or facilities (racial, ethnic, religious) in the event of a terrorism alert.
- Describes the plan for receiving those evacuated as a result of hazards in neighboring jurisdictions, including household pets and service animals.
- Describes the methods used to keep children and others with disabilities with their caregivers, mobility devices, other durable medical equipment, and/or service animals during an evacuation.
- Identifies and describes the actions that will be taken to exchange registration and tracking information between and among the evacuating jurisdiction, the receiving jurisdiction(s), and the jurisdictions that evacuees will pass through.
- Describes the agencies and methods they will use to provide care and support for institutionalized populations (long-term care and assisted living facilities, group homes), individuals with disabilities, and others with access and functional needs (medical and prescription support, personal assistance services, durable medical equipment, consumable medical supplies, childcare, transportation [including accessible transportation], foreign language interpreters), including their caregivers.

- Describes how the jurisdiction will ensure physical and programmatic accessibility of shelter facilities, effective communication using multiple methods, full access to emergency services, and reasonable modification of programs or policies where needed.
- Identifies and describes the actions that will be taken to ensure that the Americans with Disabilities Act Accessibility Guidelines govern shelter site selection and operation.
- Describes the method for ensuring adequate shelter space allocation is provided for children, as well as individuals with disabilities and others with access and functional needs who may need additional space for assistive devices (e.g., wheelchairs, walkers).
- Describes the mechanisms or processes for handling and providing for unaccompanied minors in shelters.

Comments and Notes:

## Evacuation

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- Describes the coordination strategies for managing and possibly relocating incarcerated persons during a crisis response.
- Describes how and when the public will be notified of evacuations (including individuals with sensory disabilities and those with limited English proficiency), and what actions they may be advised to follow during an evacuation. Shelter-in-place, throughout the incident, and upon the decision to terminate the evacuation/shelter-in-place order.
- Describes the protocols and criteria the jurisdiction will use to recommend termination of sheltering-in-place.
- Identifies the actions and agencies that would assist in conducting an evacuation and moving evacuees (establishing alternate transportation/detour routes, and providing transportation, housing, security, etc.). Include actions to assist those with disabilities or with access and functional needs.
- Identifies the resources that will be used to assist in moving evacuees, including assisting special/functional needs populations, mobility impaired individuals, and institutionalized persons.
- Describes the actions that will be taken to care for evacuee's animals/pets/livestock or to instruct evacuees on how to manage the care of their animals/pets/livestock during an evacuation and in returning home when permitted. Include shelter-in-place actions.
- Describes how agencies will coordinate the decision to return evacuees to their homes, including informing evacuees about health concerns and actions they should take when returning to homes/businesses.
- Identifies and describes the actions that will be taken to identify and assist the return of evacuees to their homes/communities, including individuals with disabilities and others with access and functional needs.
- Describes the actions that will be taken if the general public refuses to evacuate (forced removal, contact of next of kin, unique marking on home, take no action).

- Identifies and describes the actions that will be taken when the general public refuses to evacuate (e.g., implement forced removal, contact next of kin, place unique markings on homes, take no action).
- Identifies and describes the actions that will be taken to ensure the availability of sufficient and timely accessible transportation to evacuate children and other individuals with access and functional needs whose families do not have their own transportation resources.
- Describes the means and methods by which evacuation transportation requests from schools, individuals with disabilities, and others with access and functional needs are collected and consolidated.
- Describes how incoming transportation requests will be tracked, recorded, and monitored as they are fulfilled.
- Describes how accessible transportation resources (including para-transit service vehicles, school buses, municipal surface transit vehicles, drivers, and/or trained attendants) that can provide needed services during an evacuation are identified.

Comments and Notes:

### **Pet Evacuation and Sheltering**

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- Describes the evacuation and transportation of household pets from their homes or by their owners or those household pets rescued by responders to congregate household pet shelters.
- Describes how household pet owners will determine where congregate household pet shelters are located and which shelter to use.
- Describes how household pets that are provided with evacuation assistance are registered, documented, tracked, and reunited with their owners if they are separated during assisted evacuations.
- Identifies and describes the agencies and the actions they will take to care for household pets and service animals brought to shelters.
- Describes the partnership between the jurisdiction's emergency management agency, the animal control authority, the mass care provider(s), and the owner of each proposed congregate household pet sheltering facility.
- Describes the provisions for the sheltering of unclaimed animals that cannot be immediately transferred to an animal control shelter or when non-eligible animals are brought to a shelter.
- Identifies and describes the actions that will be taken to segregate or seize household pets showing signs of abuse.
- Describes the method for household pet registration (including identification of a current rabies vaccination for all animals).

- Describes the criteria that can be used to expeditiously Identifies congregate household pet shelters and alternate facilities.
- Describes the method for utility provisions, such as running water, adequate lighting, proper ventilation, electricity, and backup power, at congregate household pet shelters.
- Identifies and describes the actions that will be taken to address the risk of injury by an aggressive or frightened animal, the possibility of disease transmission, and other health risks for responders and volunteers staffing the congregate household pet shelter.
- Identifies and describes the actions that will be taken for pre-disaster inspections and development of agreements for each congregate household pet facility.
- Describes the method of care and maintenance of each facility while in use as a shelter.
- Describes the method for Identifying equipment and supplies that may be needed to operate each congregate household pet shelter, as well as supplies that household pet owners may bring with them to the congregate shelter.
- Describes the method for security of congregate household pet facilities (perimeter controls/security personnel).
- Describes the method for providing for the housing of a variety of household pet species (size of crate/cage, temperature control, appropriate lighting).
- Describes the method for providing for the separation of household pets based on appropriate criteria and requirements.
- Describes the method for providing for the setup and maintenance of household pet confinement areas (crates, cages, pens) for safety, cleanliness, and control of noise level, as well as a household pet first aid area inside each shelter.
- Describes the method for control of fleas, ticks, and other pests at each congregate household pet shelter.
- Describes the criteria for designating and safely segregating aggressive animals.
- Describes the method for segregation of household pets to prevent the transmission of disease.
- Identifies and describes the actions that will be taken for the relocation of a household pet due to illness, injury, or aggression to an alternate facility (veterinary clinic, animal control shelter).
- Describes the method for providing controlled areas (indoor or outdoor) for exercising household pets.
- Describes the method for household pet waste and dead animal disposal.
- Describes the method for the reunion of rescued animals with their owners.
- Identifies and describes the actions that will be taken to address the long-term care, permanent relocation, or disposal of unclaimed pets.

Comments and Notes:

## Sheltering

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- Identifies and describes the agencies and the actions they will take to identify, open, and staff emergency shelters, including the temporary use of reception centers while waiting for shelters to officially open.
- Identifies and describes the agencies and the actions they will take to provide short-term lodging and other mass care needs (beds/cots, food/water, crisis counseling, phones, clergy support, household pets/service animals support).
- Identifies and describes the actions that will be taken to provide alternate shelter accommodations for evacuees from domestic violence shelters.
- Describes how shelters will coordinate their operations with on-scene and other off-site support agencies (expected numbers evacuated, emergency medical support).
- Describes how shelters will keep evacuees informed about the status of the disaster, including information about actions that shelter residents may need to take when they return home.
- Describes the conditions under which in-place and non-congregate sheltering (e.g. trailer, hotel) will be used (snow emergencies, chemical incidents, pandemics, etc.) and identifies which agencies will determine when to implement these operations.
- Identifies and describes the agencies and the actions they will take to support in-place and non-congregate sheltering.
- Describes arrangements that are in place with other jurisdictions for receiving their assistance in sheltering, including providing shelters when it is not practical locally (if there are no available shelters or staff support).
- Describes the method to provide guidance to human shelter operators on the admission and treatment of service animals.

Comments and Notes:

## Shelter-in-Place

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- Describes the method by which necessary developmentally appropriate supplies (diapers, formula, age appropriate foods), staff, medicines, durable medical equipment, and supplies that would be needed during an emergency for children with disabilities and other special health care needs will be addressed.

Comments and Notes:

**Medical Sheltering**

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- Identifies and describes the agencies and the actions they will take to identify, screen, and handle evacuees exposed to hazards from a disaster (infectious waste, polluted floodwaters, chemical hazards) and to keep the shelter free of contamination.

Comments and Notes:

**Public Information**

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- Identifies and describes the agencies and the actions they will take to notify and inform the public about the status of injured or missing relatives.
- Identifies and describes the agencies and the actions they will take to inform the public about in-place sheltering (directions to public to implement, updates, and termination).

Comments and Notes:

**Feeding**

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- Describes the agencies/organizations and methods for providing feeding services both within the shelter facilities and at other identified feeding sites or mobile feeding operations.

Comments and Notes:

## Mass Care Logistics and Unmet Needs

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- Describes the plans, methods, and agencies/organizations responsible for the distribution of emergency relief items (e.g., hygiene kits, cleanup items, infant care supplies).
- Identifies and describes the actions that will be taken to Identify and address the general public's "unmet needs" during the disaster.
- Describes the mechanisms or processes for provision of emergency childcare services.

Comments and Notes:

### A fully-functioning Mass Care capability fully addresses the following measures:

- The jurisdiction's Mass Care function response operations have been established and maintained in EOP/SOP/SOG and includes the following elements:
  - Distribution of relief supplies and equipment.
  - Storage facilities for supplies and equipment.
  - Mass feeding of impacted individuals and emergency response workers.
  - Identification of temporary shelter locations.
  - Registration program for impacted individuals and medical care personnel.
  - Counseling services for victims and responders.
  - Potable water and temporary sanitation facilities.
  - Public information plans.
  - Training for staff and volunteers.
  - Communications with local and state EOCs.
- The jurisdiction has designated an EOC-based mass care coordinator.
- The jurisdiction has Developed resource agreements and/or written mutual aid agreements with other government agencies and counties.
- The jurisdiction has developed resource agreements and/or mutual aid agreements with business/industry and contractors.
- The jurisdiction has developed resource agreements and/or mutual aid agreements with medical care facilities.

Comments and Notes:

## Sheltering

- The jurisdiction's Mass Care function response operations have been established and maintained in EOP/SOP/SOG and includes the following elements:
  - Public awareness and education.
  - Identification of shelters and development of agreements for use.
  - Training program for shelter managers and staff.
  - Registration program for evacuees.
  - Stocking of shelter/mass care supplies and equipment.
  
- The jurisdiction has designated an EOC-based sheltering coordinator.
- The jurisdiction has developed resource agreements and/or written mutual aid agreements with other government agencies and counties.
- The jurisdiction has developed resource agreements and/or written mutual aid agreements with business/industry and contractors.
- The jurisdiction has developed resource agreements and/or written mutual aid agreements with medical care facilities
- The jurisdiction has developed plans and procedures for the acquisition and dispensing of medications by licensed medical personnel.
- The jurisdiction has developed plans and procedures for the establishment of communication between shelters and the EOC.

Comments and Notes:

## Functional Needs Services

- The jurisdiction's Functional Needs Services function response operations have been established and maintained in EOP/SOP/SOG and includes the following elements:
  - Identification of special needs populations
  - Evacuation/relocation plan
  - Medical care
  - Sheltering and supplies
  - Public information program
- The jurisdiction has designated an EOC-based functional needs services coordinator.
- The jurisdiction has developed resource agreements and/or written mutual aid agreements with other government agencies and counties.
- The jurisdiction has developed resource agreements and/or mutual aid agreements with business/industry and contractors.
- The jurisdiction has developed resource agreements and/or mutual aid agreements with medical care facilities.

- The jurisdiction has identified functional needs-specific transportation resources and methods.

Comments and Notes:

**A fully-functioning Citizen Evacuation and Shelter-in-Place capability should address the following measures:**

- The jurisdiction’s evacuation function response operations have been established and maintained in EOP/SOP/SOG and includes the following elements:
  - The jurisdiction has established evacuation staging areas and evacuation routes as needed.
  - The jurisdiction has established evacuation methods (i.e., voluntary/mandatory)
  - The jurisdiction has established evacuation-related communications, notifications, alerting and warning messages.
  - The jurisdiction has established procedures and operations for the transportation of functional needs populations to shelters.
  - The jurisdiction has established procedures and plans for re-entry into evacuated areas.
  - The jurisdiction has established authorities required to activate evacuations.
  - The jurisdiction has designated an EOC evacuation coordinator.
  - The jurisdiction has developed resource agreements and/or written mutual aid agreements with necessary government agencies and counties.
  - The jurisdiction has developed resource agreements and/or written mutual aid agreements with business/industry and contractors.
  - The jurisdiction has developed resource agreements and/or written mutual aid agreements with medical care facilities.
  - The jurisdiction has developed evacuation-related public service announcements.
  - The jurisdiction has established coordination with emergency alert system warnings.

Comments and Notes:

## Capability Assessment - Mass Care, Citizen Evacuation and Sheltering

- 1 2 3 4 5      The jurisdiction has engaged an integrated team to develop this capability.
- 1 2 3 4 5      The jurisdiction has developed an integrated plan for this capability.
- 1 2 3 4 5      The jurisdiction has identified the hazards/threats that would necessitate the application of this capability.
- 1 2 3 4 5      The jurisdiction's local responders have the necessary training to effectively carry out this capability.
- 1 2 3 4 5      The jurisdiction has access to the necessary resources to effectively carry out this capability (either local or identified through MOUs).
- 1 2 3 4 5      The jurisdiction's local responders have received the necessary training to be able to carry out this capability.
- 1 2 3 4 5      The jurisdiction's local responders have the expertise to carry out this capability.
- 1 2 3 4 5      The jurisdiction has tested this capability within the last year through exercise or activation.

### Scale Key:

- 1- The jurisdiction has not started to develop this measure.
- 2- The jurisdiction has started to develop this measure, but we are not far along in the process.
- 3- The jurisdiction has developed this measure, but it needs to be improved.
- 4- The jurisdiction has fully developed this measure.
- 5- The jurisdiction has fully developed and tested this measure.