

State of Florida



MultiAgency Shelter Task Force

**Standard Operating Guide
March 2014**

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INTRODUCTION

The State Multi-Agency Shelter Support Plan directs the establishment of a State Multi-Agency Shelter Task Force (STF) if conditions set forth in the plan are met. The STF operates as a planning and coordinating element of the State Emergency Response Team (SERT) and does not play an operational role. Upon activation, the State Mass Care Coordinator, in consultation with the other stakeholders, designates a Task Force Leader and assigns specific goals and objectives to the STF.

MISSION OF THE STF

The STF operates at the direction of a Task Force Leader to assist the SERT in planning and coordinating assigned Shelter Support Plan operating priorities and goals.

DIRECTION AND CONTROL

State Organization

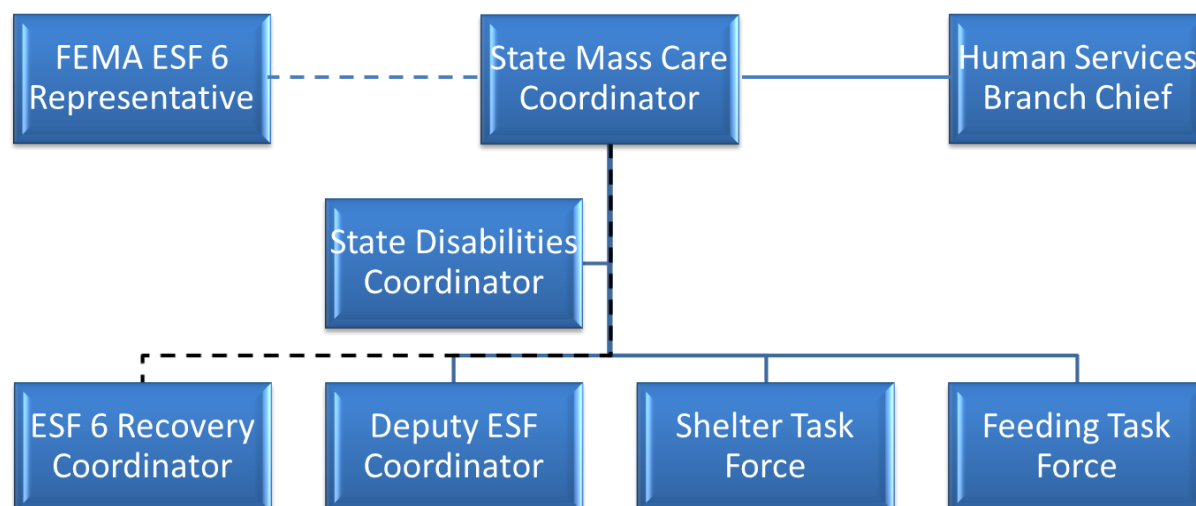
The State Comprehensive Emergency Management Plan (CEMP) assigns ESF 6 the primary responsibility to coordinate resource support for county and non-governmental providers of general population sheltering. The CEMP assigns ESF 8, Health & Medical, the primary responsibility for coordinating medical resource support for Special Needs Shelters. The CEMP assigns ESF 17, Animal & Agricultural Issues, the primary responsibility for coordinating resource support for household pet and service animal sheltering.

The American Red Cross and other NGOs that traditionally provide sheltering services in a disaster response do so with available resources in accordance with the requirements of their charter. These providers coordinate and work with emergency management officials.

State ESF 6 Organization

State ESF 6 Mass Care operates as a part of the State Emergency Response Team (see Chart 1) in accordance with the ESF 6 Standard Operating Guidelines (SOG). The State Mass Care Coordinator is responsible to the State Coordinating Officer and the SERT Chief for the execution of the ESF 6 operational priorities and goals outlined in the Comprehensive Emergency Management Plan (CEMP).

Chart 1. State ESF 6 Organization



Shelter Task Force Organization

The organization and staffing of the STF is driven by the Coordination Complexity Level of the Event (see Appendix 2, ESF 6 SOG). A Type 1, 2 or 3 STF is established upon determination of the Coordination Complexity Level (see Appendix 8, ESF 6 SOG). A Type 1 STF is assigned a room in a building adjacent to the EOC in order to maintain continuous operation. A Type 2 STF operates within and externally to the EOC using periodic meetings and conference calls. A Type 3 STF functions primarily through conference calls.

Depending on the Type STF (see Chart 2), some or all of the following positions will be staffed:

STF Leader. The STF Leader is responsible to the State Mass Care Coordinator for leading the Task Force toward completion of assigned Shelter Support Plan operating priorities and goals. The STF Leader coordinates daily with the State Mass Care Coordinator in a manner specified by the ESF 6 Standard Operating Guide (SOG). See Appendix 1: Shelter Task Force Leader Checklist.

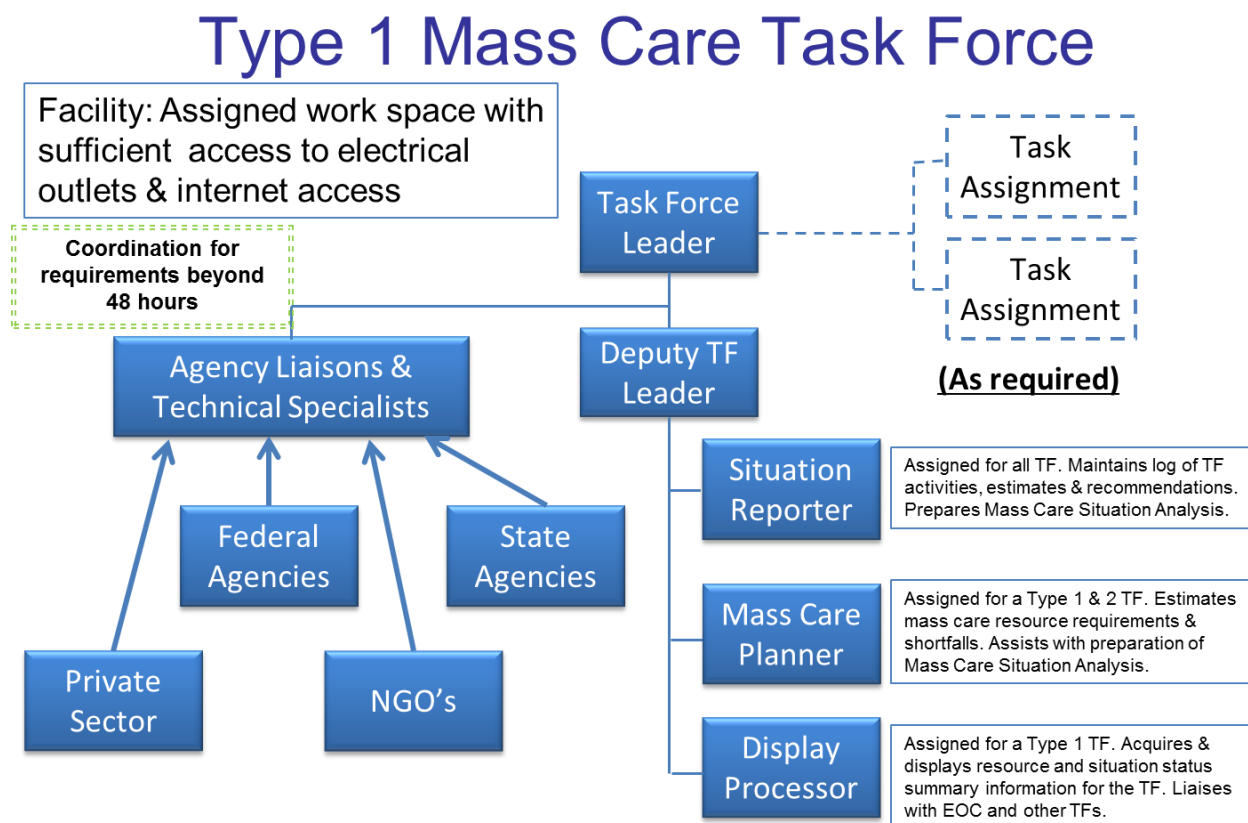
Deputy STF Leader. A Deputy STF (DSTF) Leader is assigned for a Type 1 STF and reports to the TF Leader. The DSTF Leader supervises the activities of the Display Processor, the Mass Care Planner and the Situation Reporter.

Display Processor. A Display Processor is assigned for a Type 1 STF and reports to the Deputy TF Leader. The Display Processor acquires & displays resource and

situation status summary information for the TF. In addition, the Display Processor coordinates with the Situation Unit Leader in the EOC as well as the Display Processors in other TFs, if established (see Appendix 2: Display Processor Checklist).

Mass Care Planner. A Mass Care Planner is assigned for a Type 1 STF and reports to the Deputy TF Leader. The Mass Care Planner estimates shelter resource requirements & shortfalls; maintains and updates the Shelter Information Requirements Matrix; and assists with the preparation of the Mass Care Situation Analysis (see Appendix 4).

Chart 2. Type 1 STF Organization



Situation Reporter. A Situation Reporter is assigned for all STF and reports to the TF Leader (or Deputy TF Leader in a Type 1 TF). The Situation Reporter maintains a log of TF activities, estimates & recommendations and prepares the TF Activity Report & Mass Care Situation Analysis (see Appendices 3 and 4).

State Disabilities Coordinator. The State Disabilities Coordinator provides technical assistance to the STF as required.

American Red Cross. The American Red Cross provides one or more individuals to coordinate the planning efforts of the established American Red Cross Disaster Relief Organization (DRO) and the STF.

State Agencies. The Primary and Supporting Agencies identified in the State Shelter Support Plan provide staff to the STF when the Operating Priorities and Goals assigned to the STF fall within their designated area of responsibility.

Federal Agencies. During disasters that may require federal assistance representatives from the Federal Emergency Management Agency (FEMA) and other federal agencies are assigned to the State EOC to work alongside their state counterparts. Customarily a federal ESF 6 representative is assigned to work with the State Mass Care Coordinator. Depending on the event and the Type of STF established, one or more additional FEMA representatives may be requested to support the STF.

Technical Specialists. Technical specialists are assigned to the STF in areas such as sheltering, housing, and federal shelter programs when required.

STF CONCEPT OF OPERATIONS

Shelter Task Force Operational Guidance

The Shelter Task Force operates under the direction of a Shelter Task Force Leader to ensure coordinated SERT support of shelter operations in the affected area and in host communities. Once established in accordance with the State Shelter Support Plan, the STF is assigned operating priorities and goals from the Plan. The assigned operating priorities and goals are the focus of the planning and coordination activities of the personnel assigned to the STF.

The STF does not command or control shelter resources. STF staff collects and distributes information through the assigned federal, state and voluntary agency personnel using established STF procedures. STF staff analyzes incoming situational information on the event, performs assessments and makes recommendations on specific SERT actions to the State Mass Care Coordinator.

Coordination

SERT Briefings - The State EOC, when activated to Level One, conducts a morning and afternoon brief. Customarily these briefings are held at 0830 and 1800 hours. Task Force members are expected to attend these briefings. The morning brief is by Branch and the afternoon brief is by ESF.

Meetings – Meetings are an important process of coordination within the State EOC. The Task Force Leader will designate which meetings to attend and who from the Task Force will attend.

Conference calls - Conference calls are an important process for coordination with stakeholders outside the State EOC. The State Mass Care Conference call is held daily at 1000 and Task Force members are expected to attend and/or participate by telephone. Additional coordination conference calls may be required as determined by the Task Force Leader.

Reporting

Upon activation, the Task Force is responsible for submitting a daily summary of the Task Force's activities for the previous day. This TF Activity Report is an historical record of the actions of the TF and should include a roster of TF members by name and agency. The Report is submitted electronically to the ESF 6 Situation Unit Leader prior to 1100 hours daily.

References

**Appendix 6, Mass Care, to the State of Florida Comprehensive Emergency
Management Plan
State Multi-Agency Shelter Support Plan
State ESF 6 Standard Operating Guide
County Shelter Transition Team Standard Operating Guide**

Appendix 1 – Shelter Task Force Leader Checklist

The overall responsibility of the Mass Care Shelter Task Force Leader is to support the State Mass Care Coordinator by directing the State Shelter Task Force to assist the State Emergency Response Team (SERT) in planning and coordinating assigned Multi-Agency Shelter Support Plan operating priorities and goals.

Additionally, the Task Force maintains situational awareness through monitoring, analyzing, validating, and making resource recommendations to support the State based upon the incoming information.

| Initial Actions | | |
|--------------------|---|-----------------|
| | Action | Comments/ Notes |
| | Review relevant State Emergency Operations Plan, Mass Care Plans and TF Operational Procedures | |
| | Obtain briefing from the State Mass Care Coordinator: <ul style="list-style-type: none"> on the scale of the disaster and potential impact Estimated TF size and staffing Operational priorities and/ or goals and objectives for TF | |
| | Establish task force work space and connectivity <ul style="list-style-type: none"> Adequate seating and table space Network connections Telephone Conference call line Access to power/ sufficient power outlets | |
| | Obtain Table of Organization, rosters and contact information for EOC staff, ESF-6 team and TF | |
| | Determine the Battle Rhythm for the EOC and the TF <ul style="list-style-type: none"> Conference Calls Meetings/ Briefings Report Schedule | |
| | Brief incoming TF staff on the facility, event and the roles and responsibilities of the TF | |
| | Brief TF members on the state system for processing resource requests | |
| Short Term Actions | | |
| | Action | Comments/ Notes |
| | Determine prior and ongoing sheltering activities: <ul style="list-style-type: none"> Shelter population trends Past and ongoing activities of mass care partners Shelter locations | |

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| | <p>Establish planning timeline for the next 72 hours:</p> <ul style="list-style-type: none"> • Determine sheltering requirements • Analyze ongoing activities <ul style="list-style-type: none"> ○ Size, scope and impact of event ○ Requirements ○ Available resources ○ Identified shortfalls | |
| | Review any information available on the present sheltering situation | |
| | Determine in-state human and material resources available to support sheltering | |
| | Determine type, quantity and location of any sheltering resources pre-staged by FEMA logistics | |
| | Discuss any private sector human and material resource capabilities/assets and process for obtaining the resources, if needed | |
| | Discuss federal partner human and material resource capabilities/assets and process for obtaining the resources, if needed | |
| | Identify potential resource shortfalls | |
| Sustained Actions | | |
| | Action | Comments/ Notes |
| | Continue to monitor, analyze, validate, and support sheltering operations. Focus on the need to expand, consolidate and/or relocate shelters based upon needs | |
| | Assess resource requirements and recommend to the State Mass Care Coordinator the need, if indicated, for federal support | |
| | Maintain situational awareness on the status of power outages/ restoration, commercial food distribution channels and other factors that will influence feeding requirements | |
| | Recommend to the State Mass Care Coordinator consolidating and/or closing kitchen sites as the demand for prepared meals declines | |
| | Initiate plan to transition to long-term feeding solutions | |
| Long Term Actions | | |
| | Action | Comments/ Notes |
| | Evaluate guidelines and determine need for establishing household disaster feeding | |
| | Coordinate with Department of Children and Families to determine availability of Disaster Supplemental Nutrition Assistance Program (D-SNAP) and communicate process for individuals and families to access assistance | |
| | Facilitate the implementation of household disaster feeding according to the Household Disaster Feeding Operational Procedures | |
| | Assess ongoing need for household disaster feeding | |
| | Recommend demobilization of TF members as TF activity declines | |
| | Ensure that the TF members provide a summary of their activities and recommendations for improvement prior to demobilizing | |
| | Prepare a final report (After Action Recommendations) for both | |

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| | issues and successes that can be included in the sheltering documents | |
| Daily Actions | | |
| | Action | Comments/ Notes |
| | Review available situation reports and other reliable data sources focusing on the status of mass care operations | |
| | Review reports for current and impending weather conditions and other environmental conditions that may affect service delivery | |
| | Attend scheduled meetings and briefings <ul style="list-style-type: none"> • SERT Briefing • Human Services • Mass Care Conference Call • Logistics Meeting • VOAD/ Volunteers & Donations | |
| | In coordination with State ESF-6 desk, acquire daily feeding numbers from the Red Cross, Salvation Army, Food Banks and other feeding partners | |
| | Follow-up and track any resource requests submitted by the TF | |
| | Develop and update sheltering situation assessment | |
| | Meet with State Mass Care Coordinator to identify any outstanding issues to be addressed by the TF | |
| | Prepare mass care statistical and other required sheltering reports for the State Mass Care Coordinator | |
| | Prepare briefing for State Mass Care Coordinator: <ul style="list-style-type: none"> • Current sheltering situation • Expected requirements • Potential gaps • Recommendations for resource support | |

Note: This job aid is a general guide, designed to identify tasks when they may logically occur. They are not limited to the timeframe indicated and may be performed concurrently or in a different sequence, if required.

Appendix 2: Display Processor Checklist

Initial EOC Check in:

- Receive initial situational brief from ESF 6 Situation Unit Leader in State EOC
- Confirm TF work location
- Secure laptop, projector, newsprint, markers, tape and maps
- Secure necessary EM Constellation Password
- Get updated list of ESF 6 personnel assignments

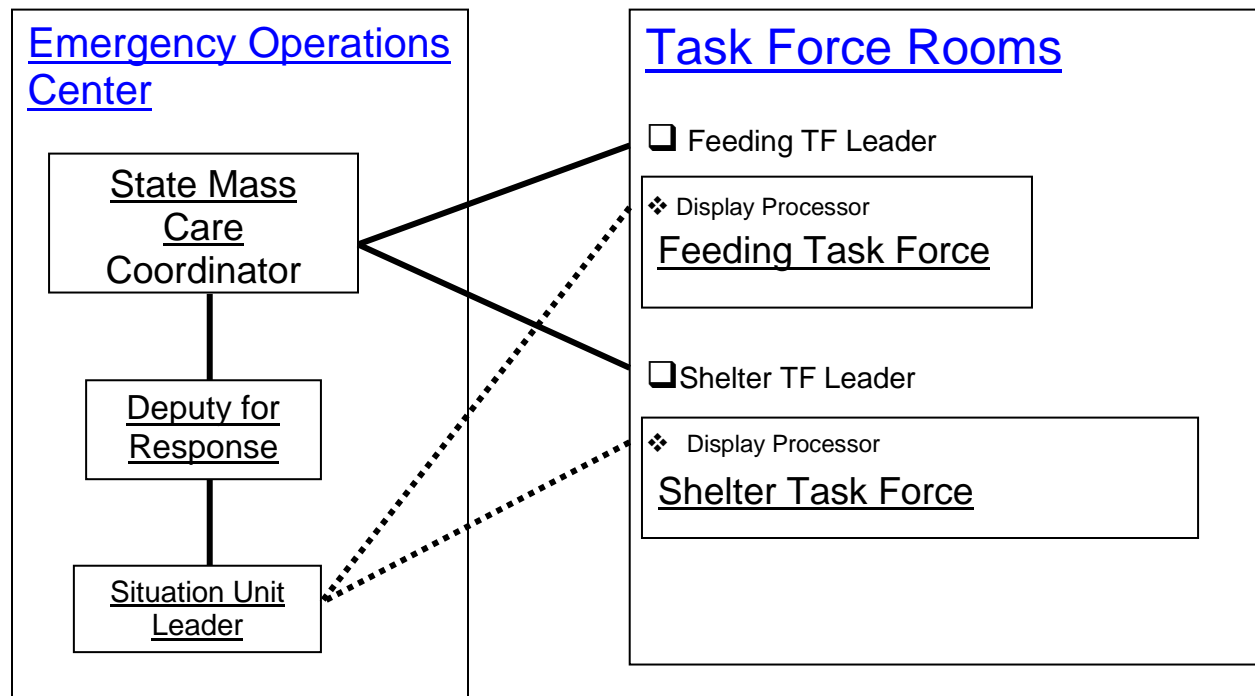
TF Check in:

- Receive initial situational brief from TF Leader or Deputy TF Leader
- Secure work location
- Setup laptop/projector and establish Internet connectivity
- Establish Situation Display:
 - Login to EM Constellation and project GATOR
 - Post Resource Status of mass care agencies
 - Post TF Operating Priorities, Goals and Objectives
 - Display Maps
 - Post TF Organization Chart
 - Post Meeting Schedule

Daily Activities:

- Compile ESF 6 situation and status information
 - Establish and maintain contact with the Situation Unit in EOC
 - Monitor missions assigned to ESF 6 in EM Constellation
 - Read County Situation Reports in EM Constellation.
 - Read Voluntary Agency Situation Reports in EM Constellation.
 - Scan media for reports on sheltering issues in the affected area.
- Maintain and display ESF 6 situation and status information
 - Prepare and display trend data for shelter populations
 - Prepare and display data for Discharge Planning Teams, when established
 - Prepare and display data for Shelter Transition Teams, when established
- Pass reports of shelter issues from the media, counties or voluntary agencies to the TF Mass Care Planner for inclusion in the Shelter TF Information Requirements Matrix

Table 2-1. Relationship of Situation Unit to TF Display Processors



Appendix 3: Situation Reporter Checklist

Initial Check in:

- Receive initial situational brief from ESF 6 Situation Unit Leader in State EOC
- Confirm TF work location
- Secure laptop, projector, newsprint, markers, tape and maps
- Secure necessary EM Constellation Password
- Get updated list of ESF 6 personnel assignments

TF Check in:

- Receive initial situational brief from TF Leader or Deputy TF Leader
- Secure work location
- Review any prior Mass Care Situation Analyses

Daily Activities:

- Maintain log of TF activities, estimates & recommendations (ICS 214 Form is recommended for this task but not required)
- Submit TF Activity Report to the Situation Unit prior to 1100 hours daily.
 - Use ICS 214 from the day prior as a basis for the report.
 - Include a roster of the name and agency of TF members
 - Deputy TF Leader must review and approve report prior to submission to Situation Unit.
- Prepare Shelter portion of Mass Care Situation Analyses
 - Part 1: Operating Priority & Target Outcome are derived from State Shelter Support Plan. Target date obtained from Task Force Information Requirements Matrix maintain by Mass Care Planner.

What are we trying to accomplish & when will it be done?

| <u>Operating Priority</u> | <u>Target Outcome</u> | <u>Target date</u> |
|----------------------------|---|--------------------|
| Support Shelter Operations | All survivors with a stated need for shelter have access to a safe, secure, & accessible environment with basic life-sustaining services. | |

- Prepare Shelter portion of Mass Care Situation Analyses
 - Part 2: Metric obtained from Appendix 4. Status provided by the Task Force Leader (or Deputy in a Type 1 TF) based upon input from the Mass Care Planner and Agency Liaisons.

2. How are we doing?

| <u>Metric</u> | <u>Status</u> |
|---|---------------|
| % of post event short term shelters assessed to be safe, secure & accessible. | |

- Prepare Shelter portion of Mass Care Situation Analyses
 - Part 3: Provided by the Task Force Leader (or Deputy in a Type 1 TF) based upon input from the Mass Care Planner and Agency Liaisons.

3. Do we need to do anything different? If so, what?

| | |
|---|--|
| Are we doing things right? (Are we following the Goals & Objectives in the Plans?) | |
| Are we doing the right things? (Are the Goals & Objectives in the Plans the right ones for this Event?) | |
| Recommended Actions | |

Appendix 4 – Mass Care Situation Analysis

Shelter Situation Analysis

The Mass Care Situation Analysis is a logical and orderly examination of the factors affecting achievement of the shelter support operating priority outcomes. Once established, the Shelter Task Force produces an initial Shelter Situation Analysis as a basis for planning and dissemination of information. This Analysis is incorporated into the overall state Mass Care Situation Analysis. The Analysis provides decision makers with the sheltering situation in the affected area and the capabilities of the shelter resources assigned to the event. The Mass Care Situation Analysis is compiled by the Situation Reporter with input from the other members of the Task Force as outlined in Appendix 3.

Operating Priorities and Metrics

There are two operating priorities for sheltering. Each operating priority has a defined outcome, target date for achievement and metrics. The stated target dates in this Appendix are proposed and would be established and revised during the event by the State Mass Care Coordinator in consultation with the other ESF 6 partners.

Support Shelter Operations (Phases 1b, 1c, 2a, 2b & 2c)

Outcome: All survivors with a stated need for shelter have access to a safe, secure, & accessible environment with basic life-sustaining services.

(Proposed) Target date for Outcome: Short term shelters established and resourced by D+72 hours

Metric: % of post event short term shelters assessed to be safe, secure & accessible.

Support Transition of Shelter Residents (Phase 2c)

Outcome: Shelter residents have been placed in appropriate housing solutions.

(Proposed) Target date for Outcome: All shelter residents transitioned by D+30 days

Metric: % of peak short term shelter population that have been placed in appropriate housing solutions.

Preparation of the Shelter Situation Assessment requires the ongoing collection and analysis of the following Information Requirements (IRs):

Shelter Information requirements


The Shelter Situation Analysis format addresses 3 questions: 1) what are we trying to accomplish and when will it be done? 2) How are we doing? And 3) Do we need to do anything different? The Information Requirements Matrix to perform the analysis and

answer these questions is collected and updated by the Mass Care Planner in Table 4-1 below. The Mass Care Situation Analysis format, and an example of a completed analysis, is shown after the Table.

| <u>Table 4-1. Shelter Task Force Information Requirements Matrix</u> | |
|---|---|
| <u>Information Requirements</u> | <u>Source of Information in an actual event</u> |
| Shelter population, by county, and trend | Current population on state shelter website: http://www.floridadisaster.org/shelters/summary.htm |
| | Shelter trend info available from ARC National Shelter System: coordinate with ARC TF liaison for information |
| Current and projected Shelter resources available, by type and kind | Summary ARC shelter resources available to DRO emailed to ARC liaison daily, submitted to ESF 6 Sit Unit for posting in daily state mass care conference call agenda |
| | For projected resources available from ARC coordinate with ARC TF liaison for information |
| | For current and projected shelter resources available from DOH coordinate with DOH TF liaison |
| | For current and projected federal shelter resources available coordinate with FEMA TF liaison |
| | For current and projected shelter resources available from the private sector or other voluntary agencies coordinate with State ESF 15 Volunteers & Donations. |
| Projected or actual peak evacuation shelter population | Projected peak evacuation shelter population estimated on state mass care conference call 48 hours prior to impact. |
| | Actual peak evacuation shelter population available from ARC National Shelter System: coordinate with ARC TF liaison for information |
| Projected or actual short term shelter population at D+72 hours | Estimated using Mass Care Shelter Spreadsheet. |
| Projected or actual short term shelter population at D+10 days | Estimated using Mass Care Shelter Spreadsheet. |

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|---|--|
| Projected or actual Personal Assistance Services required | Estimated using Mass Care Shelter Spreadsheet. |
| Target date for all post event short term shelters assessed to be safe, secure & accessible. | Estimated on state mass care conference call 24 hours prior to impact and updated as required. |
| Target dates for opening of schools, by county | Coordinate with DOE State liaison in State EOC |
| Estimate date short-term shelters will close | Estimate 30 days from start of event and adjust as required. |
| # of residences destroyed/severe/moderate/minor from HAZUS, damage assessments or actual damage reports | HAZUS projections are generated by ESF 5 |
| | County damage assessments and reports are available in EM Constellation or from Recovery. |
| | For damage assessments conducted by ARC coordinate with ARC TF liaison |
| Power outages, by county, and projected restoration times | Available at the ESF 12 breakout room in the EOC and electronically in EM Constellation |
| Current and impending weather conditions that will affect shelter operations | EOC briefings, SERT Situation Reports, State meteorologist |
| Reported shelter issues | County Situation Reports in EM Constellation |
| | Reports from ARC |
| | Reports from the media |

| Mass Care Situation Analyses | | |  | |
|---|--|--------------------|---|---------------|
| Event | | Date/Time | | |
| EXECUTIVE SUMMARY | | | | |
| | | | | |
| <u>1. What are we trying to accomplish & when will it be done?</u> | | | <u>2. How are we doing?</u> | |
| <u>Operating Priority</u> | <u>Target Outcome</u> | <u>Target date</u> | <u>Metric</u> | <u>Status</u> |
| Support Shelter Operations | All survivors with a stated need for shelter have access to a safe, secure, & accessible environment with basic life-sustaining services. | | % of post event short term shelters assessed to be safe, secure & accessible. | |
| Support Transition of Shelter Residents | Shelter residents have been placed in appropriate housing solutions. | | % of peak short term shelter population that have been placed in appropriate housing solutions. | |
| Support Feeding operations | A Mass Care feeding infrastructure established in the impact area with the logistical support to achieve and maintain the targeted meals per day production and distribution capability. | | % of targeted feeding, production & logistics capacity in the impact area | |
| Support Transition to Long Term Feeding | The mass care feeding infrastructure has been demobilized and disaster feeding has transitioned to DSNAP and targeted distribution of food boxes. | | % of targeted feeding, production & logistics capacity in the impact area demobilized | |
| | | | % of DSNAP eligible jurisdictions receiving funds | |
| | | | % of daily targeted food box production distributed in the impact area | |
| <u>3. Do we need to do anything different? If so, what?</u> | | | | |
| Are we doing things right? (Are we following the Goals & Objectives in the Plans?) | | | | |
| Are we doing the right things? (Are the Goals & Objectives in the Plans the right ones for this Event?) | | | | |
| Recommended Actions | | | | |

Mass Care Situation Analyses



| | | | |
|-------|---------------|-----------|-----------------------------|
| Event | Hurricane Ono | Date/Time | August 25, 20XX, 1500 hours |
|-------|---------------|-----------|-----------------------------|

EXAMPLE ***EXECUTIVE SUMMARY***EXAMPLE

ESF 6 Primary & Support Agencies are poised to support Feeding & Sheltering Support operations in the affected area once TS winds have departed. Feeding infrastructure of 100k m/d expected to be operational by 8/29/XX. Resources O/H to support estimated 10k post impact short-term shelter population.

| 1. What are we trying to accomplish & when will it be done? | | | 2. How are we doing? | |
|---|--|-------------|---|--|
| Operating Priority | Target Outcome | Target date | Metric | Status |
| Support Shelter Operations | All survivors with a stated need for shelter have access to a safe, secure, & accessible environment with basic life-sustaining services. | 8/29/XX | % of post event short term shelters assessed to be safe, secure & accessible. | Expect transition from evacuation shelters to 10k estimated short-term shelter population to begin today as winds die down. ARC & DOH ready to assess short term shelters once they are opened and occupied. |
| Support Transition of Shelter Residents | Shelter residents have been placed in appropriate housing solutions. | 9/25/XX | % of peak short term shelter population that have been placed in appropriate housing solutions. | Target date for shelter transition estimated on MC Conf Call at 30 days. Target will be adjusted as additional information is received. |
| Support Feeding operations | A Mass Care feeding infrastructure established in the impact area with the logistical support to achieve and maintain the targeted meals per day production and distribution capability. | 8/29/XX | % of targeted feeding, production & logistics capacity in the impact area | Introduction of feeding infrastructure will begin today as winds die down. Target estimated on MC Conf Call at 100k meals/day within 72 hours of storm's departure. Target will be adjusted as additional information is received. |
| Support Transition to Long Term Feeding | The mass care feeding infrastructure has been demobilized and disaster feeding has transitioned to DSNAP and targeted distribution of food boxes. | 9/19//XX | % of targeted feeding, production & logistics capacity in the impact area demobilized | Target date for demobilization of feeding infrastructure estimated on MC Conf Call at 21 days. Target will be adjusted as additional information is received. |
| | | | % of DSNAP eligible jurisdictions receiving funds | DSNAP eligible jurisdictions have yet to be identified. |
| | | | % of daily targeted food box production distributed in the impact area | Planning target of 2k food boxes/day for 5 days estimated on MC Conf call. Need for any food boxes to be determined as additional information is received. |

3. Do we need to do anything different? If so, what?

| | |
|---|---|
| Are we doing things right? (Are we following the Goals & Objectives in the Plans?) | A coordinated feeding & sheltering support resource estimate was performed prior to landfall. Feeding & Sheltering TFs activated according to the respective Plans. |
| Are we doing the right things? (Are the Goals & Objectives in the Plans the right ones for this Event?) | The stated Goals & Objectives in the Plans are consistent with the requirements of this Event. |
| Recommended Actions | No recommended changes. |

EXAMPLE