

**State of Florida**



## **Multi-Agency Shelter Support Plan**

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**STATE EMERGENCY RESPONSE TEAM  
JANUARY 2014**

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## ***I. Introduction***

The State of Florida Multi-Agency Shelter Support Plan provides an all-hazards framework for the coordination of state shelter support during major and catastrophic disaster operations. This Shelter Support Plan operates in conformance with and in support of Appendix 6, Mass Care, Appendix 8, Health & Medical, and Appendix 17, Animal & Agricultural Issues, to the Emergency Support Function (ESF) Annex to the State Comprehensive Emergency Management Plan (CEMP).

In all instances, the Governor and the State Emergency Response Team (SERT) are responsible for the coordination of shelter support within the State as specified in the State Comprehensive Emergency Management Plan. Additionally, the American Red Cross and other non-governmental organizations (NGOs) that traditionally deliver shelter support in a disaster respond with available resources in accordance with the requirements of their internal policies and in cooperation with emergency management officials.

Under a major disaster declaration and when conditions warrant, the State may request additional federal support through the FEMA Region. This support may include the purchase of shelter supplies when local resources are insufficient to meet demand in disaster-impacted areas.

The processes discussed in this plan can be implemented by the state with no Federal assistance or when Federal assistance is requested.

## ***II. Purpose, Scope, Planning Assumptions, Situation***

### **A. Purpose**

The purpose of this sheltering support plan is to define the framework for State and/or Federal support of local shelter operations during a response to a major or catastrophic incident.

### **B. Scope**

This plan describes the coordination steps and implementation procedures necessary to meet the shelter support requirements within the state of Florida in order to respond to the needs of the population affected by a disaster.

This plan also –

- Describes the response capacity and strategy of the multi-agency task force designed to meet the shelter support needs of affected jurisdictions.
- Provides procedures for managing the resources available to the State.

- Promotes a spirit of cooperation and mutual support among the agencies and organizations providing and supporting the sheltering response.

### **C. Planning Assumptions**

- By Florida Statute, safeguarding the life and property of its citizens (and visitors) is an innate responsibility of the governing body of each political subdivision of the state;
- Public sheltering is a local government responsibility in collaboration with community partners; responsibilities include designating, planning, resourcing, operating and closing of public shelters;
- Persons with functional and access needs and their caregivers will be encouraged through community outreach to bring needed personal consumable supplies, durable equipment and personal assistance services, if needed, with them to the shelter;
- Local government will plan to meet the functional or access needs of those who present themselves at public shelters; however, individuals and their caregivers may be encouraged to transfer to shelters where resources to meet their functional or access need already exist;
- Federal, state, regional or mutual aid resources will not likely be deployable for local evacuation shelters during a large-scale major emergency event;
- Resource planning for persons with functional and access needs and their caregivers does not require stockpiling of material and equipment, but plans to timely acquire, deliver or provide access to needed resources as necessary;
- In the event that local government identifies emergency resource(s) that can't be met locally, they will request assistance through mutual aid or state resources; federal resources may be made available through a state request for assistance;
- The majority of persons with functional and access needs that present at a public shelter will be capable of independently meeting their resource needs; as a planning assumption, five percent will require resource assistance.

- Community Based Organizations (CBOs), such as local churches and civic clubs, and local businesses will respond spontaneously. Because these groups might not have the resources to sustain their operations and might require assistance, support of their activities will be incorporated into this plan.
- In large-scale disasters, sheltering needs will usually exceed the resources and capability of any one agency/organization, requiring a combination of resources provided by Federal, State and NGOs to deliver sheltering services to affected populations. In these cases, it may be necessary to coordinate and prioritize resource requests and allocations through the use of a multi-agency task force.
- Prior to a disaster, the State and local emergency management have coordinated with the voluntary organizations to define the sheltering plan in their jurisdictions.
- Regardless of instructions from Public Officials survivors will act in their own perceived best interest. They will either, a) shelter in their own home, b) seek public shelter or c) leave the impact area.
- Participating agencies/organizations will develop internal procedures and train personnel to perform the duties and responsibilities described in this plan. Agencies' internal procedures and trained personnel will be paramount to the success of the assistance process.
- NGO sheltering organizations will establish their own relationships with vendors and relative government agencies to supply the critical equipment/supplies needed to support a shelter. However, in catastrophic incidents, the availability of product may quickly be strained, particularly in situations where demand is high and commercial resources are unavailable due to the disaster.
- Most people who will require sheltering will not arrive at the shelter with a 72-hour supply of essential life-sustaining items.
- Delivery of supplies to individuals affected by the disaster often will be hindered by debris blocking roads and access to sites, lack of signage and other external factors.
- Public utilities may be inoperable. This may cause an increased demand for generators.
- Augmentation of Mass Care capabilities within the state may require additional resources that may take multiple days to arrive.

- Sustainability of missions is dependent on availability of resources and commodities such as fuel, transportation, food, etc.
- There is a correlation between quantity of resources needed and time to mobilize due to distance, availability, etc.
- For planning purposes, within 72 hours of the impact of a hurricane the short-term shelter population decreases to a level that is 10% of the peak evacuation population prior to the storm. Within 10 days of impact, the short-term shelter population will decrease further to a level that is 1% of the peak evacuation population prior to the storm.

### **D. Situation**

Public sheltering during emergency evacuation is planned, resourced and managed by local emergency management in collaboration with local agencies and community partners. Public shelters are designated as either general population or special needs, though some shelters may be designated for both populations. Special Needs Shelters, established by Statute and Rule (SpNS), are staffed and resourced to meet the needs of persons that may need assistance in a shelter due to physical, mental, cognitive or sensory disabilities. Special needs services are utilized to minimize deterioration and maintain health status.

The two types of shelters are necessary as SpNS require significant quantities of specially trained staff, consumable and durable medical supplies and other equipment. Staff must also be scheduled for at least two shifts per day for 24-hour a day coverage. These resources are in very limited supply.

Persons with disabilities, functional or access needs must be able access the same programs, services and information as the general population. In addition, persons with disabilities, functional or access needs must be provided the right of self-determination. If the person chooses to shelter in a general population shelter, they have the right to do so.

For public shelter planning in Florida the most resource intensive events are evacuations for large major hurricanes. The forecast swath (or error cone) of a large hurricane can simultaneously affect multiple regions of the state, and possibly require counties (or regions) outside of the hurricane's forecast swath to host evacuees in local public shelters. Individual counties often activate multiple facilities spread across the jurisdiction to meet this surge in demand for public shelter space. Each of these shelters must be adequately staffed and resourced. These shelters are described as "evacuation" shelters, and are generally opened about 24 to 36 hours before forecast

onset of tropical storm force winds, and remain open for about 72 hours after the end of storm conditions.

A "refuge of last resort" typically is a "last ditch" option for people who have been unable, through choice or circumstance, to evacuate the risk area before or after a disaster incident. These facilities provide a place for people to seek protection from the elements, but they are not shelters. Usually they do not provide food, drink, sleeping accommodations or other services people associate with a shelter environment. While local planners may identify facilities to serve as a refuge, public messaging regarding the availability of a "refuge of last resort" is only provided once it is unsafe to travel to a shelter, and is not necessarily communicated pre-event.

During the evacuation phase of an emergency, county emergency management and their shelter partners must rely on locally available resources. Due to a combination of distance from available resources to local delivery points (causing long lead time for delivery), potential for exposing resources to hazardous conditions and damage, and post-landfall priority considerations, state resources are not deployed to individual pre-landfall counties. Instead, state (and possibly federal and interstate mutual aid) resources may be sourced, acquired and staged for expedited deployment to regions and counties with greatest post-landfall need.

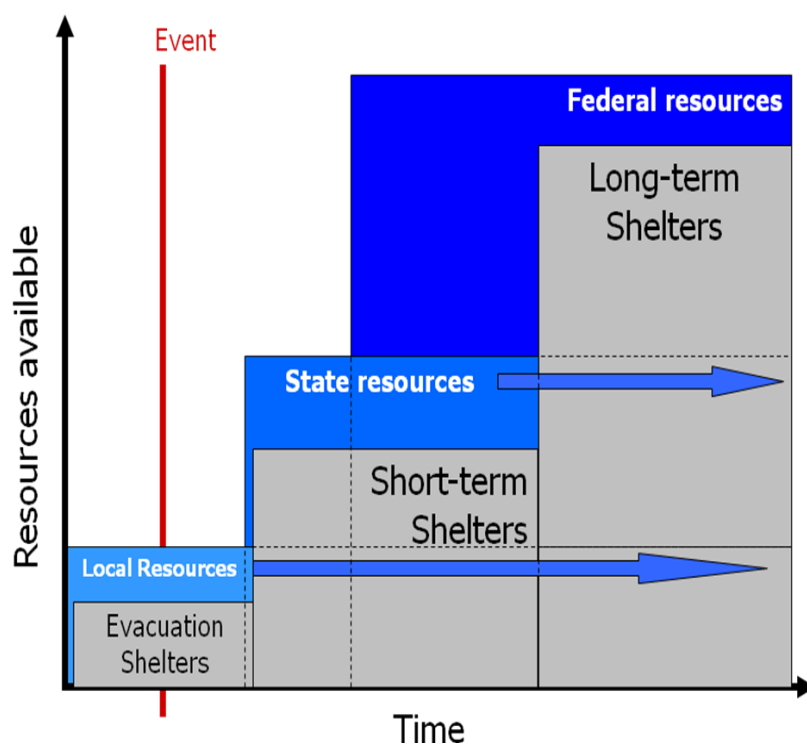
When storm conditions have subsided and it's safe to deploy, state resources are surged to the areas of greatest impact. The state resources are supplemental to local and mutual aid resources. The state resources may begin to arrive as early as 24-hours (if not earlier) after exiting of storm conditions. Federal and interstate mutual aid resources may also be available to support the resource surge. By about 72 hours, state and other outside resources are expected to be deployed into all impacted counties where there is a need.

After evacuation orders are lifted and utilities (electric, water, communications, etc), transportation and emergency services restored, the demand for public shelter space rapidly dwindles. Individuals and families that can return home will do so. Therefore, during the post-evacuation phase of an emergency there are fewer public shelter facilities in operation. Subsequently the demand for public shelter resources will also diminish.

About 72 hours to a week after a major emergency or disaster event the population needing public shelter stabilizes into those persons that cannot return home (due to storm damage) and have no family or other housing alternatives. Public evacuation shelters, which have been historically located in K-12 public schools, will be

demobilized, and other non-school facilities transitioned into “short-term” (or standard) shelters. Short-term shelters are fewer in number than evacuation shelters with fewer occupants needing assistance to survive. Resources can be consolidated into fewer facilities. Also, given the additional deployment time, state, mutual aid and (in some cases) federal resources can be brought to bear. Figure 1 below shows shelter resource availability and shelter type during the life cycle of a major or catastrophic event.

**Figure 1 – Shelter resource availability and shelter type compared to life cycle of an emergency event.**



Utilities and local services are generally restored and community “normalcy” (or “new normal”) is well underway within about two weeks after a major emergency or disaster. The number of persons needing public shelter to survive diminishes to those that may need long-term assistance. Resource needs also continue to diminish as long-term public shelters are used. State and other outside resources will continue to be provided to supplement local capabilities.



### ***III. Concept of Operations***

#### **A. General**

All emergencies and disasters begin locally, and initial response actions will be conducted by local jurisdictions. When the combined sheltering resources of the NGOs and impacted jurisdictions are insufficient to meet the actual or projected demand, then the SERT will take those actions to secure the necessary resources from within the State and, if required, the Federal government.

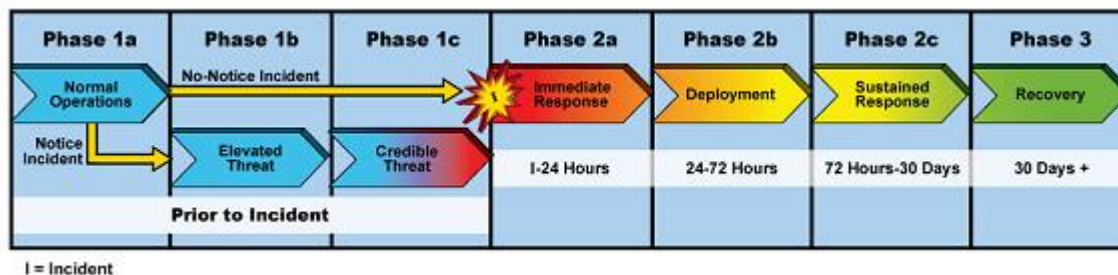
The State Comprehensive Emergency Management Plan (CEMP) assigns ESF 6 the primary responsibility to coordinate resource support for county and non-governmental providers of general population sheltering. The CEMP assigns ESF 8, Health & Medical, the primary responsibility for coordinating medical resource 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.

#### **B. Shelter Support Operational Priorities, by Phase**

State Shelter Support Operations are conducted in Phases. The operational phases in this Plan align with the “Three Operational Phases Approach” described in the 2012 Federal Interagency Response Plan – Hurricane.

Phase 1 (Pre-Incident) consists of three sub-phases which range from steady-state operations to the positioning of resources prior to the occurrence of an incident. During a notice incident, there may be an elevated threat (Phase 1b) and credible threat (Phase 1c) for which response actions must be taken. Phase 2 (Response) consists of the immediate response (Phase 2a), deployment of resources and personnel (Phase 2b), and sustained response operations (Phase 2c). Phase 3 (Recovery) includes sustained recovery operations (e.g., repopulation of the impacted area) and long-term recovery operations (e.g., transition to ongoing recovery and mitigation activities). In many incidents, no clear transition exists from one phase to the next, and phases may run concurrently in separate portions of the disaster area.



The Operational Priorities for State Shelter Support Operations will vary according to the Phase of the disaster. The three Operational Priorities are: 1) Develop Shelter Support Capability, 2) Support Shelter Operations, and 3) Support Transition of Shelter Residents.

### C. Develop Shelter Support Capability (Phase 1a)

Outcome: State shelter support requirements and capabilities are defined

The state of Florida does not play a direct operational role in the conduct of disaster sheltering for general population or Special Needs shelters. The SERT will work with each county to support county mass care objectives. The state shelter support capability is based on the capacity to deliver resources to the sheltering agents in the local jurisdictions in a timely manner after an event.

State shelter logistics and resource requirements are established based on the short-term general population and Special Needs capability targets. Shelter support planning by the various stakeholders is ongoing year round. The state shelter support plan and accompanying operational procedures are evaluated annually during the state hurricane exercise.

### D. 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.

#### Phases 1b and 1c

The State Emergency Response Team, at the direction of the SERT Chief, assembles at the State Emergency Operations Center to conduct Shelter Support coordination during Phases 1b (Elevated Threat) and 1c (Credible Threat) for Notice events.

In a large or catastrophic event, the State must take a series of immediate action steps. Not later than 24 hours prior to a Notice event, or within 12 hours of a No-Notice event, the State Mass Care Coordinator must assemble on a conference call representatives from the Federal, State, NGO and private sector shelter support agencies to perform the following steps:

1. Define the scale of the disaster and determine general population and Special Needs short-term shelter resource requirements for the defined scale,
2. Determine resources available from the American Red Cross or other NGOs to meet the defined requirements,
3. Identify resource shortfalls, if any, by requirement.

For mass care, the scale of the disaster is defined in terms of population affected, geography and intensity of the event. Based on the scale of the disaster, the general population and Special Needs short-term shelter resource requirements are estimated in consultation with all the stakeholders on the conference call (see Table 2). These requirements are identified by kind (equipment, supplies, personnel, teams, or services), type (capability of the resource) and quantity required.

Table 2
Situational Considerations for determining shelter requirements
Identify the actual or anticipated impact of the incident on individuals, dwellings, and/or infrastructure within the affected community
Quantify the percentage of the power grid offline and estimate the duration of the outage
Identify the potential/estimated population affected/evacuated/unable to return
Define the demographics of impacted areas (use census information, local data)
Identify vulnerable populations that have been affected
Determine the status of communication capabilities
Determine the status of potable and non-potable water and distribution systems
Determine the status of commercial fuel services, e.g. gas stations

The American Red Cross and other NGOs on the call identify the national resources that they have available to meet the State's mass care requirements. The sums of the American Red Cross and other NGO resources available are compared with the general population and Special Needs short-term shelter resource requirements to determine if there are any shortfalls.

At the conclusion of the conference call, the State Mass Care Coordinator (as well as state ESF #8 and state ESF#17) must determine which shortfalls identified on the call can be met from additional State resources or through the Emergency Management Assistance Compact (EMAC). Those resource shortfalls not met through State resources or EMAC can be requested from FEMA using an Action Request Form (ARF) and submitted according to procedures established by the State Emergency Operations Center (EOC).

The process outlined above differs from the standard resource fulfillment process in that the State does not wait for field assessments or requests from the counties before

taking action. If the desired outcome in a large or catastrophic event is to provide sheltering resources to a substantial portion of the affected population in a rapid manner then the State must request those mass care resources prior to or immediately after the event.

#### Phases 2a and 2b

During a hurricane event the immediate response and resource deployment phases are characterized by the shift from a large number of evacuation shelters within the state to a smaller number of short-term shelters in the impact area. In a No-Notice event these phases begin with the establishment of evacuation shelters that can evolve into short-term shelters as the circumstances of the event require. This process is conducted by the designated local sheltering agencies under the direction of local emergency management.

The primary role of the state in these phases is to provide resources in response to requests from local jurisdictions.

#### **E. Support Transition of Shelter Residents (Phase 2c)**

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

The transition of residents out of the shelter is a priority because individuals in a shelter have greater difficulty recovering than do similar individuals in appropriate housing. People who can transition out of shelters will do so. Those who cannot leave often face one or more complex obstacles that require the coordinated application of the resources of the whole of community to overcome. The case management process is designed to provide the coordinated application of the resources necessary to get people out of shelters.

When counties lack the resources to transition shelter residents in a timely manner to appropriate housing solutions they can request assistance from the state. The county can request a Discharge Planning Team, a Shelter Transition Team, or both. A Discharge Planning Team addresses planning for the discharge of individuals in a Special Needs Shelter to appropriate housing. A Shelter Transition Team addresses the transition of individuals from general population shelters to appropriate housing.

## IV. Organization and Assignment of Responsibilities

### A. General

The agencies listed below are the Primary and Supporting agencies responsible for the execution of Shelter Support Operations by the SERT in accordance with the CEMP:

- Department of Business & Professional Regulation (DBPR)
- American Red Cross (ARC)
- Department of Children & Families (DCF)
- Department of Health (DOH)
- Department of Elder Affairs (DOEA)
- Agency for Persons with Disabilities (APD)
- Department of Agriculture & Consumer Services (DACS)
- Department of Veterans Affairs (VA)
- Division of Emergency Management (DEM)

Table 1 lists the Operational Priorities, Goals and Objectives of this plan, by Phase, and the Primary and Supporting agencies responsible for the completion of those Objectives.

Table 1				
Goals and Objectives of State Shelter Support Operations				
Phase 1a				
Operational priority	Goals	Objectives	Responsible Agencies	
Develop Shelter Support Capability	Determine existing logistics and resource capabilities	<ul style="list-style-type: none"> <li>• Determine shelter capability target from state THIRA</li> <li>• Determine logistics and resource requirements to meet capability target</li> <li>• Utilize hazard specific evacuation studies to refine capability target</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>• DBPR</li> <li>• ARC</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>• DOEA</li> <li>• DEM</li> <li>• APD</li> <li>• DOH</li> </ul>
	Develop all-hazard plans and procedures	<ul style="list-style-type: none"> <li>• Update shelter support plan</li> <li>• Update shelter task force operational procedures</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>• DBPR</li> <li>• ARC</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>• DOH</li> <li>• DOEA</li> <li>• APD</li> <li>• DCF</li> <li>• VA</li> <li>• DACS</li> <li>• DEM</li> </ul>

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	Conduct multiagency training and exercises to validate existing plans	<ul style="list-style-type: none"> <li>• Conduct training</li> <li>• Conduct exercises</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>• DBPR</li> <li>• ARC</li> <li>• DOH</li> <li>• DOEA</li> <li>• DCF</li> </ul>	<ul style="list-style-type: none"> <li>APD</li> <li>DEM</li> <li>DACS</li> <li>VA</li> </ul>
<b>Phases 1b, 1c</b>				
<b>Support Shelter Operations</b>	Immediately assess, in coordination with shelter providers, the shelter requirements and shortfalls	<ul style="list-style-type: none"> <li>• Estimate evacuation shelter population and subsequent short term shelter population</li> <li>• Estimate non-congregate shelter population within the impact area</li> <li>• Identify shelter resource requirements and shortfalls for estimated shelter populations</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>• DBPR</li> <li>• ARC</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>• DOEA</li> <li>• APD</li> <li>• DOH</li> <li>• DEM</li> </ul>
		<ul style="list-style-type: none"> <li>• Identify Special Needs shelter resource requirements and shortfalls for estimated shelter populations</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>• DOH</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>• DOEA</li> <li>• APD</li> </ul>
	Immediately assess, in coordination with shelter providers, requirements for functional need support services for shelter residents	<ul style="list-style-type: none"> <li>• Estimate functional needs support resources for shelter residents</li> <li>• Obtain functional needs support resources for shelter residents when required to meet actual projected shortfalls</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>• DBPR</li> <li>• ARC</li> <li>• DOH</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>• DOEA</li> <li>• APD</li> <li>• DEM</li> </ul>
	Activate a multi-agency sheltering task force to coordinate state shelter support within 6 hours of determination of need	<ul style="list-style-type: none"> <li>• Activate the task force as specified in the multi-agency shelter support plan</li> <li>• Operate the shelter task force according to established operational procedures</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>• DBPR</li> <li>• ARC</li> <li>• DOH</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>• DOEA</li> <li>• APD</li> <li>• DCF</li> <li>• VA</li> <li>• DACS</li> <li>• DEM</li> </ul>
	Immediately assess, in coordination with shelter providers, requirements for household pet and service animal shelters for shelter residents	<ul style="list-style-type: none"> <li>• Estimate household pet and service animal resource requirements for shelter residents</li> <li>• Obtain household pet and service animal resources for shelters when required to meet actual or projected shortfalls</li> <li>• Respond to appropriate resource requests</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>DACS</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>• DEM</li> </ul>

Phases 2a, 2b & 2c				
<b>Support Shelter Operations</b>	Coordinate daily with shelter providers	<ul style="list-style-type: none"> <li>Establish priorities for shelter support operations</li> <li>Provide guidance as required to shelter providers</li> <li>Request additional shelter resources to meet actual or projected shortfalls</li> <li>Respond to resource requests from shelter providers</li> <li>Provide disaster information for distribution to shelter residents</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>DBPR</li> <li>ARC</li> <li>DOH</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>DOEA</li> <li>APD</li> <li>DEM</li> </ul>
Phase 2c				
<b>Support transition of shelter residents</b>	Support transition of general population shelter residents to temporary or permanent housing	<ul style="list-style-type: none"> <li>Estimate resources required to support transition of shelter residents</li> <li>Obtain resources required to support transition of shelter residents to temporary or permanent housing</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>DBPR</li> <li>ARC</li> <li>DOH</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>DOEA</li> <li>APD</li> <li>DCF</li> <li>VA</li> <li>DEM</li> </ul>
	Support Discharge Planning of Special Needs shelter residents to temporary or permanent housing as specified in F.S.	<ul style="list-style-type: none"> <li>Estimate resources required to support Discharge Planning of Special Needs shelter residents</li> <li>Obtain and deploy resources required to support Discharge Planning of Special Needs shelter residents according to established operational procedures</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>DOH</li> <li>DOEA</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>DOEA</li> <li>DBPR</li> <li>APD</li> <li>ARC</li> <li>DEM</li> </ul>
	Coordinate daily with shelter providers.	<ul style="list-style-type: none"> <li>Establish priorities for shelter support operations</li> <li>Provide guidance as required to shelter providers</li> <li>Request additional shelter resources to meet actual or projected shortfalls</li> <li>Respond to appropriate resource requests</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>DBPR</li> <li>ARC</li> <li>DOH</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>DOEA</li> <li>APD</li> <li>DEM</li> </ul>
	Transition shelter task force responsibilities to Recovery (Phase 3)	<ul style="list-style-type: none"> <li>Operate the shelter task force according to established operational procedures</li> <li>Coordinate with the State Housing Task Force, if established.</li> <li>Demobilize shelter task force according to established operational procedures</li> </ul>	<u>Primary:</u> <ul style="list-style-type: none"> <li>DBPR</li> <li>ARC</li> <li>DOH</li> </ul>	<u>Supporting:</u> <ul style="list-style-type: none"> <li>DEM</li> <li>DCF</li> <li>DOEA</li> <li>APD</li> <li>DACS</li> <li>VA</li> </ul>

## **B. Role of State Shelter Task Force**

When required, a Multi-Agency Shelter Task Force (STF) is activated. The STF is activated if one or more of the following conditions are present:

- The disaster is designated an Event of National Significance by the federal government;
- The projected evacuation shelter population is estimated to be 150,000 or greater
- The projected short term shelter population is estimated to be 15,000 or more.

The STF may also be activated by mutual agreement of the Primary and Supporting Agencies of the Plan.

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.

Additional agency staff is designated based on assigned STF objectives and the primary and supporting agencies for those objectives indicated in Table 1. The details of agency staffing, and the operational procedures of the STF are outlined in the State Shelter Task Force Standard Operating Guide. The State Mass Care Coordinator is responsible for the development and periodic updating of this Guide.

## ***V. Direction, Control and Coordination***

### **A. General**

The State EOC has an established Battle Rhythm of briefings, meetings and conference calls to ensure coordinated actions by the agencies within the EOC and by the SERT with agencies external to the EOC.

### **B. State Mass Care Conference call**

Upon activation of the EOC the State Mass Care Coordinator, in consultation with the SERT's shelter support agencies, determines specific objectives from Table 1 for each operational period with the intent of accomplishing one or more of the identified goals. This consultation takes place during the daily state mass care conference call. The emphasis assigned by the SERT to an Operational Priority, Goal or Objective is a function of the unique characteristics of the incident and the Operational Phase in which the operational period is conducted.



### **C. Role of Human Services Branch**

Upon activation, the Human Services Branch Director is responsible to the SERT Chief for coordinating the ESF's in the Human Services Branch. These ESFs are ESF 6 (Mass Care, Emergency Assistance), ESF #11 (Food & Water), ESF #15 (Volunteers & Donations) and ESF #17 (Agriculture & Animal Issues). The Human Services Branch Director maintains visibility on mass care and sheltering issues by attending or sending a representative to the State Mass Care Conference call.

## ***VI. Administration and Finance***

Each agency, organization and local government is responsible for developing procedures, providing training and implementing procedures for continuously documenting disaster related response and damage costs.

Event costs should be clearly documented/linked to missions and tasks assigned by the State Coordinating Officer through the SEOC's numbered tracking system.

## ***VII. Plan Development and Maintenance***

The State Mass Care Coordinator is responsible for coordinating and developing changes to this plan. The Plan will be updated in consonance with the State CEMP.

## ***VIII. Authorities and References***

### **A. Authorities**

Chapter 252, Florida Statutes  
Section 252.385(4)(a), Florida Statutes,  
Sections 252.355(3)  
Section 413.08, Florida Statutes  
Section 381.0303  
The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)  
(Public Law 100-707)

### **B. References**

Appendix 6, Emergency Support Function #6 Mass Care, Emergency Assistance and Human Services to the State of Florida Comprehensive Emergency Management Plan

Appendix 8, Emergency Support Function #8, Health & Medical, to the State of Florida Comprehensive Emergency Management Plan

Appendix 17, Emergency Support Function #17, Animal & Agricultural Issues, to the State of Florida Comprehensive Emergency Management Plan

State of Florida Resource and Financial Management Policies and Procedures for Emergency Management

Emergency Support Function #6 Mass Care, Standard Operating Guidelines

Discharge Planning Resource Guide, Florida Department of Health, Bureau of Preparedness & Response, July 2012

Shelter Guidance Aid, October 2010

FEMA, Commonly Used Shelter Items Catalog

FEMA, National Incident Management Systems, Resource Typing Definitions for Mass Care, June 2012, (Draft)

FEMA, National Incident Management Systems, Position Qualifications for Mass Care, June 2012, (Draft)

## Glossary

**Access and Functional Needs Population(s):** Groups whose needs may not be fully addressed by traditional service providers. This includes groups that may feel they cannot comfortably or safely access and use the standard resources offered in disaster preparedness, response, and recovery. This includes, but is not limited to: those who have a physical and/or mental disability (blind, cognitive disorders, mobility limitations, deaf and/or hard of hearing, etc); Limited or non-English speaking; medically or chemically dependent; geographically and/or culturally isolated; Frail elderly, and children. (2014 Statewide Emergency Shelter Plan).

**Congregate Shelters:** Any private or public facility that provides contingency congregate refuge to evacuees, but that day-to-day serves a non-refuge function. Examples include schools, stadiums and churches. (FEMA DAP 9523.15)

**Evacuation shelter :** A safe congregate care facility that provides essential support services and is utilized for populations displaced by an emergency or disaster event. Evacuation shelters are typically used for durations of less than 72 hours during and immediately following the emergency or disaster event causing their need. An evacuation shelter may be located either inside or outside of the disaster impact area. See also Risk Evacuation Shelter and Host Evacuation Shelter. (2014 Statewide Emergency Shelter Plan).

**Host Evacuation Shelter:** A facility that is safe and provides essential support services, and is located outside of a hazard risk area; e.g., projected path of an approaching hurricane or severe storm. As local conditions are not expected to present hazards such as storm surge inundation, inland rainfall flooding, high winds, or hazardous materials which exceed the building codes of the facilities, shelter selection guidelines in ARC 4496 do not have to be considered. For planning purposes, the operational period of a Host Evacuation Shelter is from 24 hours prior to forecast landfall time until 72 hours after landfall of a hurricane or severe storm. (2014 Statewide Emergency Shelter Plan).

**Long term shelter:** A safe congregate care, environmentally protected facility utilized for durations typically longer than 2-weeks for populations displaced by an incident or an event. The focus of this kind of shelter is not on the number of people sheltered but on the need for additional or supplemental services due to the extended period individuals will be sheltered. (Shelter Guidance Aid, October 2010)

**Mega-Shelter:** An arena, stadium, convention center or similar high-occupancy facility that is used to shelter an exceptionally large population of evacuees from a major disaster. Mega-shelters are often designed, planned or designated to accommodate more than 5,000 evacuees in dormitory area(s) at the same time. A mega-shelter may be used at any time in the emergency cycle (evacuation, response and recovery) and

may be located inside or outside of the disaster impact area. (2014 Statewide Emergency Shelter Plan).

**Non-Congregate Shelters:** Private or public facilities that, by design, provide a short-term lodging function and an increased degree of privacy over congregate shelters. Non-congregate sheltering provides alternatives for incidents when congregate sheltering is unavailable, overwhelmed, or longer term temporary sheltering is required. *Mega-Shelter Planning Guide Copyright IAVM 2010 All Rights Reserved*

**Risk Evacuation Shelter:** A facility that is safe and provides essential support services, and is located inside of a hazard risk area; e.g., projected path of an approaching hurricane or severe storm. As local conditions may present hazards such as storm surge inundation, inland rainfall flooding, high winds, or hazardous materials which may exceed the building codes of the facility, shelter selection criteria in ARC 4496 do need to be considered. For planning purposes, the operational period of a Risk Evacuation Shelter is from 24 hours prior to forecast landfall time until 72 hours after landfall of a hurricane or severe storm. The designation does not imply that a shelter is capable of affording complete protection or is free from hazards but only that it meets established minimum safety criteria. (2014 Statewide Emergency Shelter Plan).

**Shelter Manager:** The Shelter Manager I is responsible for providing leadership, supervision, and administrative support for Long-Term/Mega-Shelter and/or Standard/Short-Term large population sheltering operations. This person ensures the needs of shelter occupants are being met. This person supervises shelter operations, composed of several work teams and/or service providers, by assuming accountability for the shelter's overall operation.

The Shelter Manager II is responsible for providing supervision and administrative support for shorter duration shelter operations (e.g., an Emergency Evacuation site or Standard/Short-Term shelter). This person ensures the needs of shelter occupants are being met. This person supervises work teams and/or service providers by assuming accountability for the assigned workers within the shelter. The Shelter Manager II is also able to answer common questions on a day-to-day basis.

The Shelter Manager III is responsible for providing supervision and operational support for shelter operations of short duration (e.g., an Emergency Evacuation Site or Temporary Evacuation Point shelters). This person ensures the needs of shelter occupants are being met. This person supervises a work team and/or service providers by assuming accountability for the assigned workers within the activity.

(FEMA, National Incident Management Systems, Position Qualifications for Mass Care, June 2012, Draft)

**Shelter Management Team:** Shelter Management Teams coordinate and manage resources in a congregate care facility (shelter) intended to provide a safe and protected environment for populations displaced by an incident or an event. (FEMA, National Incident Management Systems, Resource Typing Definitions for Mass Care, June 2012, Draft)

**Short term shelter:** A safe congregate care, environmentally protected facility utilized for durations typically not to exceed 2-weeks by populations displaced by an incident or event. (Shelter Guidance Aid, October 2010)

**Special Needs Shelter (SpNS):** Location(s) that are, in whole or in part, designated under Chapter 252 and Section 381.0303, Florida Statutes, to provide shelter and services to persons with special needs who have no other option for sheltering. These shelters are designated to have back-up generator power. Special needs shelter services are to minimize deterioration of pre-event levels of health. See Rule 64-3.010(10), Florida Administrative Code. (2014 Statewide Emergency Shelter Plan).

**Temporary Housing (Under 403 and 502 of the Stafford Act; state cost share)**

- Blue Roofs
- Minor Repairs
- Transitional Sheltering Assistance (DAP 9443.2)

**Temporary Housing** (under 408 of the Stafford Act; part of the Individual Assistance Program): Temporary housing assistance is provided to homeowners or renters whose residences are unlivable as a direct result of the disaster and who do not have adequate insurance coverage to provide for temporary housing. Before applying for FEMA temporary housing assistance, these persons should first contact their insurance company or agent to determine the extent of their coverage. Many companies provide "additional living expense" coverage for such situations.

**Transitional Housing.** – see Transitional Sheltering Assistance.

**Transitional Sheltering Assistance:** FEMA will authorize and fund the use of hotels, motels, cruise ships or berthing vessels as transitional shelters. This policy is designed to reduce the number of evacuees in congregate shelters by transitioning those evacuees that have been verified as being displaced from their primary residences to short-term accommodations (e.g. hotels, motels). Transitional sheltering is funded under Section 403 of the Stafford Act and is subject to Public Assistance regulations on cost-share. (FEMA DAP9443.2)