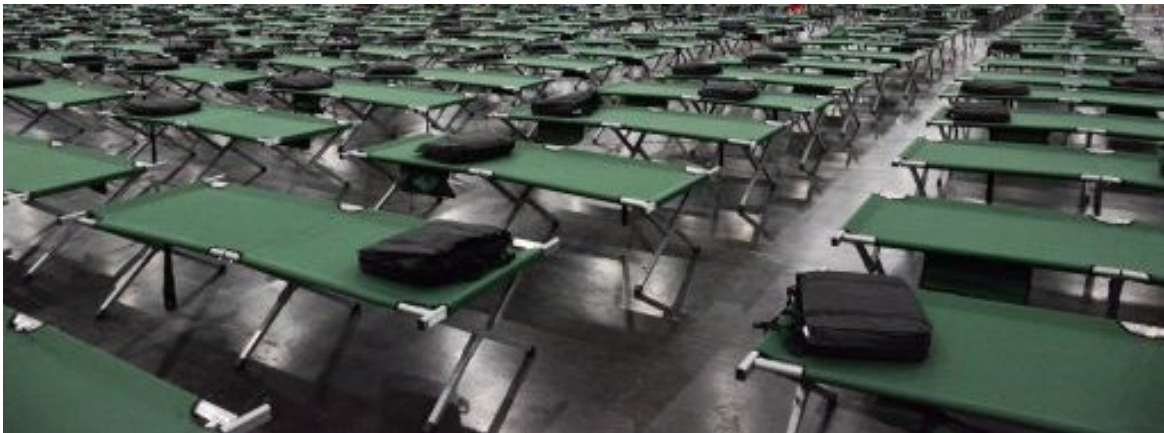




Sonoma County Operational Area Emergency Operations Plan Annex:

Mass Care & Shelter

DEPARTMENT OF EMERGENCY MANAGEMENT



April 2022

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Plan Distribution

The County of Sonoma – Department of Emergency Management (DEM) is responsible for developing, maintaining and distributing the Mass Care and Shelter Annex.

DEM will make the Mass Care and Shelter Annex available to all county departments, Operational Area (OA) jurisdictions, California Office of Emergency Services (Cal OES) and other partner organizations as necessary and upon request in both English and Spanish. An electronic version is available at: <https://sonomacounty.ca.gov/DEM/Plans/> . Hard copies are available at the Emergency Operations Center (EOC) and DEM staff have remote access to all plans and annexes.

Disclosure Exemptions

Portions of this document may contain sensitive information pertaining to the deployment, mobilization, and operations of the County, OA and OA jurisdictions in response to emergencies. The majority of this plan is available for public review. However, portions that include personal privacy information or information with significant implications on County or regional security may be placed in attachments that are exempt from public disclosure under the provisions of the California Public Records Act §6254.

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I. INTRODUCTION

Purpose

This Annex describes the policies, procedures, roles, and responsibilities of providing mass care and shelter to the whole community in an emergency. This includes people with disabilities, access and/or functional needs, people who speak languages other than English, evacuees, and those who rely on in-place shelter in lieu of evacuation. Mass care and shelter is provided equitably to all residents and visitors of Sonoma County, regardless of immigration status. Mass care and shelter services are intended to address the immediate, disaster-caused needs of individuals and families, including household pets, through the following essential services:

- Sheltering
- Feeding
- Distribution of emergency supplies
- Family reunification services
- Immediate health, behavioral health, social and spiritual care services
- Access to information
- Access to additional government and community recovery resources

This annex will:

- Provide a written plan guiding mass care and shelter support to unincorporated areas.
- Address Operational Area (OA), County, City, Special District, and mutual aid operations focused on the care of community members during emergency situations.
- Identify County departments, allied agencies and other Operational Area stakeholders with roles in mass care and sheltering operations and define their responsibilities

Scope

The Mass Care and Shelter Annex applies to mass care preparedness, response, and recovery operations during local and state emergencies, state-of-war emergencies, and presidentially- declared emergencies or major disasters. This Annex incorporates Sonoma OA public, private, and non-governmental organizations (NGOs) with operational responsibilities for mass care. This Annex will be applied in emergencies requiring the care and shelter of affected and displaced individuals.

All response efforts will be made in accordance with the Standardized Emergency Management System (SEMS), which has been integrated with the National Incident Management System (NIMS).

This annex does not alter existing County or local government emergency response standard operating procedures (SOPs), processes, or resources.

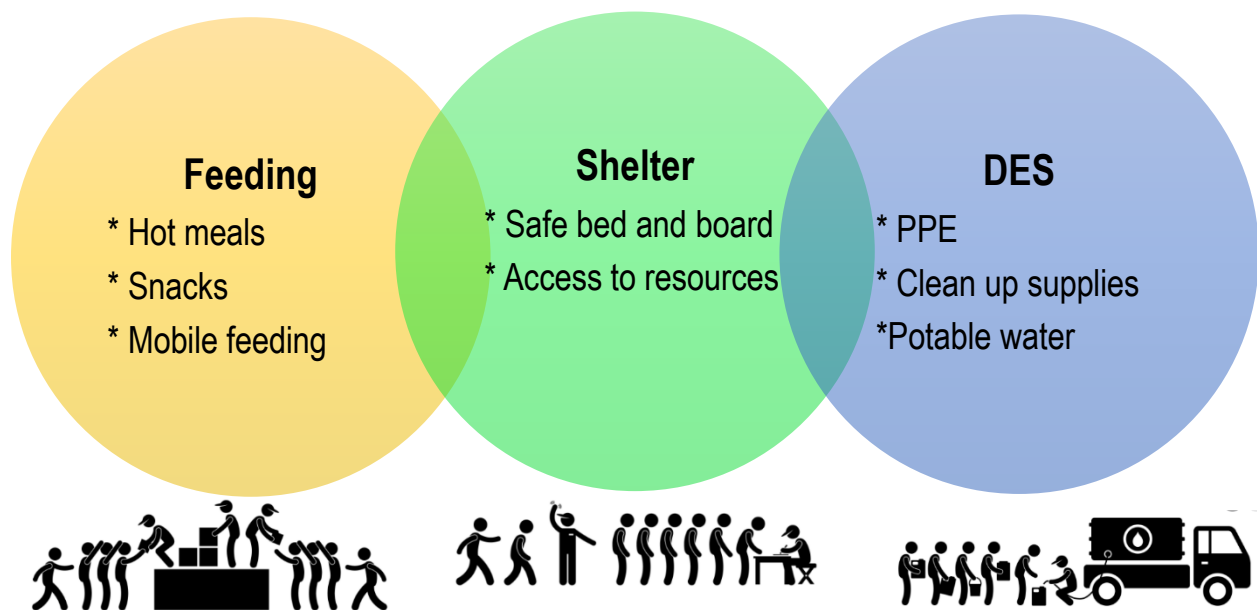
Because of the importance of providing care and shelter equitably to the whole community, this plan was developed with input from community groups, including:

- The Sonoma County AFN committee
- Sonoma County departments, and agencies
- Operational Area partners
- COAD
- Red Cross

II. OVERVIEW AND PLANNING ASSUMPTIONS

Overview

Mass Care and Shelter encompasses three functions: emergency sheltering, feeding, and the distribution of emergency supplies (DES). Emergency sheltering is the core and center of mass care. It provides a temporary place to live and access to resources for evacuees. Feeding provides snacks and meals to displaced individuals in and out of shelters. The distribution of emergency supplies delivers key survival and recovery items – such as personal protective equipment (PPE) – to residents both in and out of shelters. More details on each function can be found under [Part III, Concept of Operations](#).



The following elements are foundational to this annex:

- Beginning with the 2017 Nuns and Tubbs fire response, Sonoma County has conducted multiple large-scale Mass Care operations in response to major wildfires. Lessons learned during previous disasters have informed this annex.
- Per the Sonoma County Operational Area Emergency Operations Plan, the County Human Services Department (HSD) is the designated lead agency for coordinating the provision of mass care and shelter services in the unincorporated portions of the County.
- Each city retains the primary responsibility for provision of mass care and shelter for its residents; SEMS identifies local government as the first level of response for meeting the emergency needs of people in their jurisdictions.

- Local governments will be prepared to manage, coordinate, and run shelter operations without Red Cross support.
- The EOC care and shelter branch coordinates provision of services to the community and affected individuals during emergencies.
- SEMS requires the County, through DEM to act as the OA Lead Agency to provide coordination between the OA jurisdictions and the State.

Additionally, agencies, organizations, facilities and individuals subject to statutory legal care and custody requirements are statutorily obligated to continue to provide care and custody in emergencies and disasters. When evacuation to a shelter is necessary they retain those obligations and may not delegate them to shelter staff or residents. For example:

- Anyone having care or custody of an elder or dependent adult may not desert or willfully forsake that person.¹ Anyone having such responsibilities must accompany the elder or dependent adult and continue to provide care if evacuation to a shelter is necessary.
- Children under the age of 18 years are the responsibility of their custodial parents/legal guardians, who must accompany them and continue to provide care and supervision if evacuation to a shelter is necessary.
- Licensed care facilities retain responsibility for the care of their clients and must provide staff to accompany them and continue to provide care if evacuation to a shelter is necessary. The California Department of Health Services requires licensed facilities to adopt and exercise a written emergency plan that addresses possible evacuation of their facility². Title 22, California Code of Regulations, also requires community care facilities licensed by the California Department of Social Services to have a written disaster and mass casualty plan.

Preparing and Responding with the Whole Community Strategy

Sonoma County strives to incorporate a “Whole Community” perspective in its emergency planning. The Whole Community approach to emergency management calls for the involvement of everyone – not just the government – in preparedness efforts³. A key part of the Whole Community approach is incorporating those with access and functional needs into emergency planning and response early and often.

The State of California defines those with Access and/or Functional Needs (AFN)⁴ as:

¹ Welfare and Institutions Code 15610

² Health and Safety Code 1336.3

³ FEMA Glossary <https://www.fema.gov/glossary/whole-community>

⁴ California Statute § 8593.3

individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking, older adults, children, people living in institutionalized settings, or those who are low income, homeless, or transportation disadvantaged, including, but not limited to, those who are dependent on public transit or those who are pregnant.

The County and OA are committed to maximizing compliance with the Americans with Disabilities Act (ADA) and providing the best mass care and shelter service to Sonoma County residents and visitors. As such, the County and OA adheres to the guidelines outlined below:

- Disability will not prevent access to services or facilities provided by the County.
- The County will not exclude or deny benefits of any sort based on a disability, access or functional need.
- The County will work to accommodate people with disabilities and those with access and/or functional needs in the most integrated setting possible.
- During all phases of disaster response, the County will make reasonable modifications to policies, practices and procedures, if necessary, to ensure programmatic and architectural access to all.

Recognizing the large population and unique needs of people who speak languages other than English in the county, all care and shelter services – including shelter staff, forms, and signage – will be available minimally in both English and Spanish.

Every effort will be made to provide information in any language needed, for example by utilizing the language line service at shelters.

Additionally, the County recognizes that there are large migrant worker communities in Sonoma County that could benefit from emergency shelter but may be hesitant to access services. Every effort will be made before and during disasters to ensure these communities feel welcome and have their needs addressed at emergency shelters ([see section below in Shelter Operations on Immigration and Customs Enforcement](#))

Planning Assumptions

The County aims to maintain sufficient mass care resources in personnel and materials to shelter 1% of the county unincorporated population, within 12 hours of an emergency, for at least 24 hours. This planning assumption is drawn from

historical evacuation and sheltering data and based on a high impact, high-likelihood wildfire event scenario. The County also encourages incorporated cities within the operational area to aim for the same “1-12-24” model and provides support through the shelter council to help cities achieve this goal.

Planning assumptions for Sonoma County as of 1-25-2022 January 25th, 2022

Jurisdiction	Population	Evacuees	% Seeking Shelter	# Seeking Shelter	% Shelter AFN	# of AFN
Cloverdale	8,618	4,300	2.00%	86.00	20.00%	17.20
Healdsburg	11,254	5,500	2.00%	110.00	20.00%	22.00
Windsor	26,801	13,400	2.00%	268.00	20.00%	53.60
Santa Rosa	176,753	88,000	2.00%	1760.00	20.00%	352.00
Sebastapol	7,379	4,000	2.00%	80.00	20.00%	16.00
Rohnert Park	40,971	20,000	2.00%	400.00	20.00%	80.00
Cotati	7,265	4,000	2.00%	80.00	20.00%	16.00
Petaluma	57,941	28,000	2.00%	560.00	20.00%	112.00
Sonoma Urban Area	11,075	6,000	2.00%	120.00	20.00%	24.00
Unincorporated County	150,000	75,000	2.00%	1500.00	20.00%	300.00
Totals	498,057	248,200		4,964		993

Additional planning assumptions considered during the development of this plan:

- The responsibility for mass care and shelter resides at the local level. In accordance with SEMS, additional resources and assistance from outside the local jurisdiction shall be available to local government through the OA. However, resources may be extremely limited the first few days following a disaster where there has been widespread damage. Local jurisdictions will fare better in the short term by developing their own local resource base.
- The Human Service Department will continue to provide essential services to its clients, separate from its staffing of mass care operations.
- Resource support, identification, and management activities can be executed at the OA EOC, thereby allowing the County Department Operating Centers (DOCs) and OA partners to concentrate on direction of essential emergency response tasks.
- Community and faith-based organizations (CBOs) and private-sector organizations, e.g., local churches, civic clubs, local businesses, may respond spontaneously, outside of any organized response effort. These groups may be incorporated into mass care and shelter operations. However, they may not have the infrastructure, resources and/or capacity to sustain their operations and may require support to serve their communities.
- Emergencies or disasters caused by bioterrorism or Weapons of Mass Destruction (WMD) will generate greater needs for health, mental health

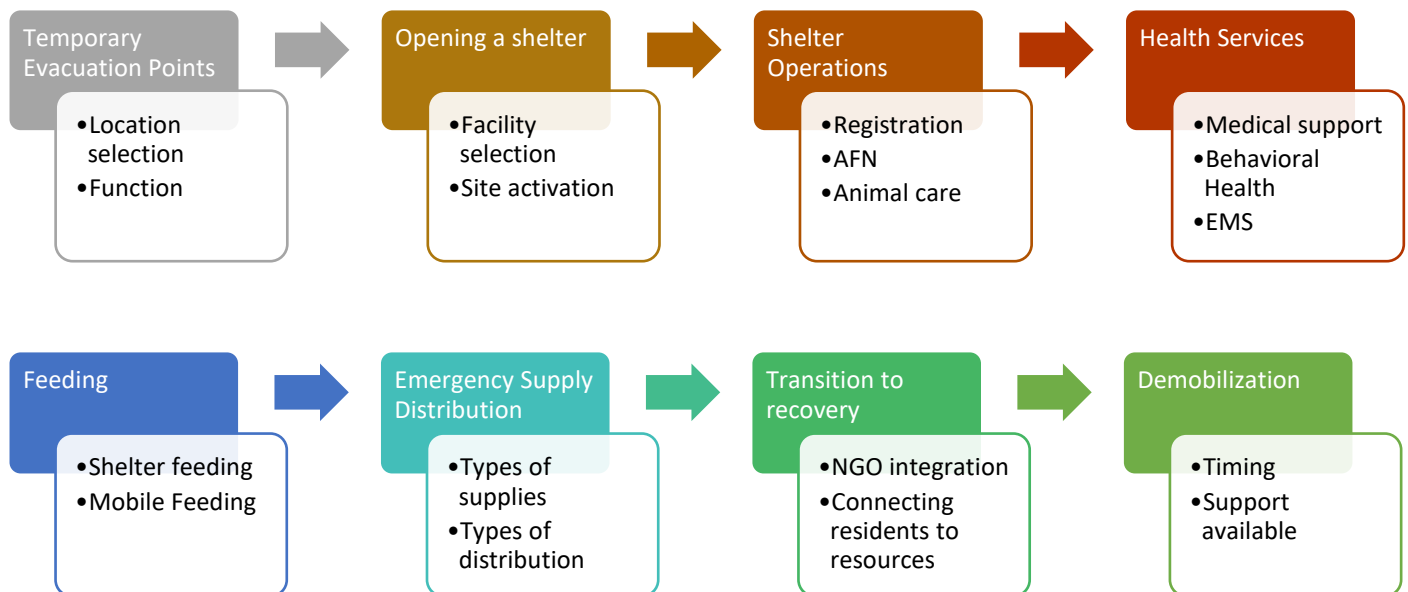
and security resources in shelters and other mass care facilities. There may be requests for mass care and shelter services to be delivered in non-traditional settings and creative ways.

- Sheltering during pandemics will require additional space, health protocols, and screening.
- Additional shelter and respite centers may be needed to support responders and other workers.
- Major disaster events could produce significant regional competition for resources. Local mass care and shelter resources will be limited if other jurisdictions face similar circumstances.
- The Governor may authorize the use of state agencies and military forces to support mass care and shelter operations if or when requested.
- State, Federal, and Red Cross resources will take a minimum of 72 hours to arrive and become operational.
- The demand for emergency public information related to mass care and shelter services will be immediate and sustained. Social and traditional media coverage will be extensive.
- Mass care and shelter services may be urgently requested with little notice in an emergency or disaster situation. In events that are highly visible or extensively covered in the media, people may spontaneously evacuate prior to an official recommendation to do so.
- During recommended or spontaneous evacuations, over 90% of evacuees may opt for friends and relatives or commercial accommodations rather than a mass care shelter. This will vary based on the demographics, suddenness of the event, time of day, and other factors. However, in major events with extended power and water system outages, many could choose to relocate to an existing shelter when their own resources are depleted.
- A percentage of those seeking shelter will require transportation assistance.
- A majority of shelter residents could in some cases have access and functional needs.
- The County and many local jurisdictions and community partners maintain stockpiles of shelter supplies to increase care and shelter capacity county-wide.
- Displaced residents may converge on public parks and open spaces, as an alternative to indoor mass care shelters. These residents may require information and services.

- Displaced residents may converge on schools or faith-based facilities with the assumption that mass care assistance will be provided to them. Some of these facilities may open as independent shelters and request support.
- Some residents may be reluctant to evacuate their homes because of their pets.
- Residents who suffer some structural damage to their home following a major disaster may choose to remain on their property (i.e., camp-out), versus going to a public shelter.

iii. CONCEPT OF OPERATIONS

This section outlines the systems the county uses to provide mass care and shelter during an emergency. The information presented in this section will follow the general flow of a Mass Care and Shelter response:



Temporary Evacuation Points

Temporary Evacuation Points (TEPs) are short-term facilities where displaced people may go to receive information and be connected to services such as sheltering. At TEPs, people often remain in their vehicles and so provide effective pandemic controls. Typically, these centers are opened for a short period of time and accommodate large numbers of vehicles. TEP locations may transition into shelter sites as circumstances evolve, or may be co-located with shelter locations.

TEP Functions

TEP services will always include accessible restroom facilities and information in multiple languages, and sometimes will offer additional resources such as first aid, food and water. TEPs may take different forms based on the circumstances of the incident. For a small or short-term event, TEPs are opened to provide a gathering point for displaced populations, sometimes in place of traditional evacuation sheltering. In a large or long-term event that may exhaust local capabilities, TEPs may be used to manage the flow of evacuees into a larger shelter system, identify the need for placement in non-congregate sheltering facilities, or for family reunification. In this case, services may also include registration, tracking and assessment.

TEP Locations and Site Selection

The location criteria for TEP facilities are similar to those of shelters. TEPs are often located outside the impacted area and are easily reachable by evacuating populations. The best TEP locations are integrated into evacuation routes and accessible public transportation systems. They have sufficient parking space to accommodate a large number of vehicles, and a layout supporting smooth flows of high-volume traffic. They are established in locations which are readily familiar to the general population. Ideally TEPs will be established in the same places each event, emergency depending. This increases the community's familiarity with site location and function. For more information, see the *Pre-Incident Shelter Site Selection* section of Sheltering below.

Many sites already designated as possible shelter locations in Sonoma County are also suitable locations for TEPs. These pre-identified, accessible shelter locations are catalogued and maintained by the local ARC chapter in the National Shelter System (NSS) database. [For more information, see the *National Shelter System* section of Sheltering below.](#)

Pre-Incident Shelter Site Selection

Sites identified for potential use as shelters or TEPs are most often public facilities, schools, or facilities owned by faith-based organizations. At the local level, jurisdictions may identify shelter sites in collaboration with local representatives of the American Red Cross or on their own. Any entity that intends to open a shelter must have an individual agreement with the site. These can be established just prior to opening, but it is better to have them in place in advance of an event. The OA and the County rely on the Red Cross to be the primary identifier and surveyor of shelter locations, and to work collaboratively in site selection.

In many areas, public and private school districts may make their facilities available as shelter sites. Section 32282 of the California Education Code directs school districts to develop a safety plan that includes "a procedure to allow a public agency, including the American Red Cross, to use school buildings, grounds, and equipment for mass care and welfare shelters during disasters or other emergencies affecting the public health and welfare."²

However, as a school's primary responsibility is to its students, faculty and staff, they are not always available for use as shelters when a disaster occurs. Furthermore, schools have an obligation to restart classes as soon as possible following a disaster and may be unable to support long-term shelter operations.

Facilities offered by faith-based and other private organizations will vary in size, features and availability, but can play a crucial role in filling gaps caused by a lack of public or school facilities.

Ideal sites for shelter operations will include many of the following characteristics:

- Accessibility for people with disabilities and those with access and/or functional needs
- Ample accessible parking and adequate access to mass transit routes
- Sufficient climate-controlled dormitory space for shelter residents to sleep (the Red Cross uses a standard of 40 square feet per person)
- Sufficient space to implement communicable disease protocols (for example, 110 square feet for COVID-19)
- Space for other shelter operations including:
 - Registration
 - Health services
 - Food service
 - Recreation
 - Mental Health Services
 - Kitchen or other cooking facilities
 - ADA Accessible restroom and shower facilities
 - Accessible communications connectivity (telephone, internet, etc.)
 - Adjacent facilities suitable for potential use as pet shelters or local assistance centers

The short-comings of many shelter facilities can be addressed through the deployment of additional staffing, equipment and other resources.

Red Cross Pre-Incident Shelter Surveys

Once a potential shelter location has been identified, the Red Cross will perform a shelter survey. Guidance for integrating people with disabilities and those with access and/or functional needs into shelter planning can be found in the FEMA document “Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters” and Chapter 7, Addendum 3 of the ADA Best Practices Tool Kit for State and Local Governments: ADA Checklist for Emergency Shelters.

American Red Cross National Shelter System Database

Once a potential shelter location has been identified and surveyed, the gathered information will be entered into the National Shelter System (NSS) database. The NSS is the central tracking system for all potential shelter facilities nationwide. This tool enables emergency managers and disaster workers to identify the location, managing agency, capacity, current population and other relevant information for all shelters in the system.

Any sheltering jurisdiction may request access to the NSS to assist in identifying available shelter locations.

Shelter Agreements

The Red Cross establishes formal agreements with potential shelter locations in Sonoma County. These agreements are approved by both the governing body for the shelter location (e.g., school board, city council, board of directors, etc.) and the local Red Cross Disaster Program Manager. The two parties will generally update the document every 2-4 years.

The agreement specifically addresses the following items:

- Authorization – For use of the facility and procedures for notification. In the case of public school locations, authorization for use will come from the District Superintendent or designee.
- Access – For opening of the facility, including identifying a 24 hour key holder.
- Terms of use – For use of facility equipment (e.g., kitchens, chairs/tables, auxiliary rooms, back-up generators) and reimbursement or arrangements for use of utilities (e.g., gas, water, electricity, and telephones).
- Length of use – For as short a period as possible, but continued use must be based on the mutual decision of both parties.
- Return of facility – To the original condition, including reimbursement for any damage or material supplies consumed.

- Hold harmless agreement – Defends, holds harmless, and indemnifies the facility against any legal liability for actions that occur during the sheltering operation.

Training and Staffing

At the County level, the training of shelter workers is accomplished through close collaboration between the County of Sonoma Human Services Department and the Sonoma County Chapter of the American Red Cross. The Sonoma County Human Services Department maintains sufficient staffing to immediately open two shelters supporting at least 100 individuals each at any given time. This is in addition to local Red Cross volunteers and trained shelter personnel throughout the OA at the local government level. Local jurisdictions are encouraged to follow the training standards used at the County level and the Red Cross.

Protocols for Opening Shelters

The decision to open a shelter will be made by the EOC based on the scope and size of an incident, and involve close coordination with the Care and Shelter Branch of the affected jurisdiction's EOC. In fast-breaking events, the decision to open a shelter may be made in the field before the EOC activates. TEPs can buy the time needed to accurately determine the number of shelters needed by the evacuating population.

Based on intelligence gathered from the field, the jurisdiction initiating a mass care operation develops an estimate of sheltering needs, including the number of people requiring shelter. Generally speaking, 2-5% of an evacuated population will seek temporary shelter. The local jurisdiction, county, and Red Cross may work to jointly determine appropriate shelter locations. If a shelter under consideration is a public school facility, District officials must be included in the decision-making process. Selection criteria for shelters will include:

- Location of the incident.
- The scope and size of the hazard, including potential for expansion
- The scope, size and demographics of the impacted population, including number of homes and individuals affected
- The anticipated length of time in which shelter operations will last
- The proximity of the facility to the affected areas and populations
- The availability of the site and authorization from that site's point of contact
- Accessibility of the site and any accessibility issues to address
- Adequate accessible parking

Once a shelter is opened, they may be run under one of several models. The most common formats are as follows:

American Red Cross Shelters

In this model, the Red Cross occupies a facility and plans, organizes, directs and controls every aspect of the services provided at the shelter. Staff members may be Red Cross employees or volunteers. In these types of shelters the Red Cross maintains shelter agreements with local facilities and covers the cost of service delivery.

Local Jurisdiction Shelters

These shelters will be opened and managed by the County or OA cities and staffed by trained government employees and/or volunteers. Liability rest with the local jurisdiction. Local jurisdictions maintain their own agreements with designated shelter facilities.

Independent Shelters

These are shelters that spontaneously appear when community-based organizations or faith-based organizations try to meet a real or perceived need. Independent shelters are outside of the established response mechanism. In the event that a group of citizens or a community organization opens a shelter without the Red Cross, County of Sonoma or local jurisdiction request, involvement or coordination, that entity will assume financial and legal responsibility for the shelter.

Incorporated City	Unincorporated County	American Red Cross	Independent Shelters
<ul style="list-style-type: none"> •Responsible for sheltering their evacuated residents •May seek County and Red Cross assistance when sheltering needs are in excess of care for 1% of their population 	<ul style="list-style-type: none"> •Responsible for sheltering of evacuated residents of unincorporated areas •Provide support to incorporated cities after they exhaust local resources 	<ul style="list-style-type: none"> •Operational area resource that is deployed in coordination with County EOC •May manage shelters outside County or City chain of command under overall county coordination 	<ul style="list-style-type: none"> •Opened by a non-government organization or agency other than Red Cross, such as churches •May seek material or staffing support from the county; do not qualify for reimbursement without formal request from government body

*Note: These models are not rigid, and there is often agency overlap in shelters. Examples include supplemental staffing, technical expertise, recovery resources, or material assistance. The managing agency maintains administrative control

and assumes responsibility for planning, organizing, directing, and controlling every aspect of the shelter and the relief services provided.

Shelter Operations – Prior To Opening the Shelter

Once a shelter location has been identified and confirmed, the Red Cross or the local jurisdiction will prepare the facility for shelter residents.

Pre-Occupancy Walkthrough

Prior to staffing or setting up equipment at a shelter location, the site must be surveyed to identify any potential safety hazards and to document the condition of the facility. This survey verifies the facility's ability to accommodate people with disabilities and those with access and/or functional needs. This step both protects the agency or organization in charge of the shelter from later damage claims and ensures the facility has not been rendered uninhabitable following an earthquake or other disaster. A severe earthquake or any evidence of structural damage at the facility will trigger inspection by a licensed building official before the shelter can open.

Equipment and Staff

The Red Cross and the County maintain a number of mass care trailers and stationary caches which are strategically placed throughout the county – in addition to warehouses and large storage containers which can hold more resources. The primary County shelters have caches of TEP and shelter supplies on site, enabling these shelters to open promptly. The County also has multiple, co-located Disaster Response Vehicles which are capable of towing trailers. These trailers have everything needed to deploy and set up a shelter. In a large event, the Red Cross may require County assistance to move their shelter trailers to locations.

Generally, shelter staff will be trained and identified prior to a disaster. For some basic shelter roles just-in-time training will be sufficient, and may be necessary to scale up staffing in a large-scale response. Shelter staff will often be placed on standby in advance of a potential emergency (red flag warnings, flood warnings, etc.). Staff may be activated via call downs or similar systems to speed deployment to shelters.

Communication

The EOC ensures a reliable communications link is established with the Red Cross and or/jurisdiction shelter managers and that regular information is regularly and reliably shared. In the Operational Area EOC, the Red Cross Liaison will play a key role in sharing information from the Red Cross disaster headquarters.

Regular, daily care and shelter conference calls are scheduled for all OA partners upon activation of the County EOC in order to share information and coordinate allocation of resources. Other coordination calls may also be held by allied agencies, including CalOES in large-scale activations, and by local jurisdictions with shelters within their boundaries. County DHS also conducts regular calls to coordinate medical services at shelters.

Information gathered from shelters must also be shared with PIO staff at the EOC to ensure that accurate shelter status information is shared with the public.

It is critical that there be a clear and open channel of communication to exchange information between shelter managers and the EOC. Additionally, shelters must be provided with publicly available information on the emergency (i.e. fire and evacuation zone maps) in English and Spanish so shelter managers can share this information with their residents.

Shelter Operations

Shelter Operations are outlined in tactical detail, for example how to set up and run a dormitory, in the Sonoma Care and Shelter Field Guide (also known as the Shelter Handbook), finalized in August of 2021. This section provides higher level guidance on how shelter operations will be conducted in Sonoma County.

Registration

Registration is the process by which shelter personnel welcome evacuees into the shelter environment, collect basic information about the evacuees and their needs, and inform evacuees of what services are available in the shelter environment. Registration will be conducted and forms will be available in English and Spanish. Residents will not be asked about their immigration status.

The Red Cross and affiliated shelters use two standard forms to facilitate this process – the *Shelter Registration Form* and the *Initial Intake and Assessment Tool*. Sonoma County has created a single form for shelter intake which combines registration, assessment, and collects basic data on the resident's recovery needs. This form, *The Sonoma County Intake Form* is used in all HSD-run shelters and is available in English and Spanish and braille. (See Attachment B)

People registering at a shelter will be encouraged to self-identify any dietary, medical or other accommodations they may require upon entry into a shelter. Under no circumstances will a person be refused entry to a general population shelter purely because of a disability, immigration status, or language accessibility.

The registration process also identifies individuals whose needs may not be best served in a general shelter environment, such as evacuees with acute medical needs, or unaccompanied minors.

Unaccompanied minors are defined as children under the age of 18 who are separated from their legal guardians. When unaccompanied minors arrive at shelter locations they may need more support than existing shelter staff can provide. [See the Shelter Field Guide \(Attachment A\)](#) for tactical guidance.

Part of the intake process at all county shelters will include a question about whether an individual is required to register per section 290 of the Penal Code⁵. If a registered sex offender arrives at the shelter and self-identifies as required by this law, the shelter manager will request the individual remain in a separate area of the shelter, away from the remaining shelter population. The decision on how to safely shelter the individual will be made in consultation with law enforcement.

Access and Functional Needs Support Services

In accordance with the Americans with Disabilities Act and associated legislation, all sheltering operations in the Sonoma County Operational Area are accessible to all residents, including people with disabilities and those with access and/or functional needs.

Sonoma County follows a function-based approach to inclusive emergency planning and uses the C- MIST framework (see below for definition) to support this process. Rather than focusing on planning for specific disabilities or diagnoses, attention is instead given to functional areas that will improve planning for the whole community, including:

- Communication
- Maintaining health
- Independence
- Safety, support and self-determination
- Transportation and evacuation

Most people with disabilities can maintain their independence in the shelter environment with simple modifications to policies and procedures. In all cases, shelter residents will keep and use any assistive technology or devices they enter the shelter with. Jurisdictions must be prepared to provide mobility equipment

⁵ [PC 290 Link](#).

and other resources to replace items lost during the evacuation process, as resources allow.

Functional Assessment Service Team

The Functional Assessment Service Team (FAST) is a resource available to local shelters to help assess any shelter resident who presents with a disability, access, or functional need. The goal is that all residents have the opportunity to remain safe, stable, and comfortable in a general population shelter. A team can be deployed at the request of the local jurisdiction. Teams communicate directly with shelter managers and residents and request specialized resources to support the needs of the resident. Examples of resources the FAST will coordinate are supplies for service animals, mobility devices, portable oxygen, and a quiet space for an autistic child. This team is activated through the Operational Area EOC.

Communication

Sonoma County Human Services will provide all shelter services in both English and Spanish. Other languages are served by contract telephone translation services. The County also offers printed graphic translation materials to indicate many standard terms and ideas. Existing accessibility systems on any technology used in the shelter, such as open captioning systems on televisions and TTY and/or Video Relay systems, will be activated. Accessible technology must be used whenever available to allow people with disabilities access to all shelter and support services.

Animal Sheltering

Animal sheltering is the primary responsibility of the animal owners. Many owners will be able to care for their animals without the assistance of their local jurisdiction. When owners are unable to provide for the needs of their household pets and service animals, the local jurisdictions will provide assistance as outlined in the [Pets Evacuation and Transportation Standards Act of 2006 \(PETS\)](#) and [FEMA Disaster Assistance Policy 9523.19](#). When local jurisdictions need additional assistance, they will notify the OA EOC and emergency personnel will work within the Operations and Logistics Sections in the EOC to assist with mutual aid and resource coordination and to help plan the mobilization and allocation of personnel, equipment/supplies, and facilities.

Sheltering may be necessary for animals that are lost, stray, and incapable of being cared for by their owners, or are a danger to themselves or the public. All OA partners will work to ensure that animals within their jurisdiction that need sheltering are sheltered, fed, and, if possible, returned to their owners. If the animals cannot be returned to their owners, their disposition will follow State law.

For animals located in County unincorporated areas and in cities that contract with the County, Animal Care will endeavor to secure appropriate shelter. Animal Care run shelters may also be made available to other OA partner jurisdictions through mutual aid in accordance with the Operational Area Agreement.

Service Animals

Evacuated individuals who require the use of a service animal are allowed under federal law to co-locate with their service animal at human shelters. Service animals are not household pets and must remain with the person to whom they are assigned. To determine if an animal is a service animal, two questions may be asked. 1) Is the service animal required because of a disability? 2) What work or task has the animal been trained to perform? Animals will not be allowed in a shelter if they continuously bark, act aggressively, or are not housebroken. Reasonable attempts will be made to provide alternative shelter for the individual relying on any service animal not allowed in to a particular shelter due to the previously mentioned reasons.

Note: emotional support animals are not considered service animals in the sheltering context.

Animal Co-location and co-habitation

Finding ways to allow animals and their owners in shelters helps people who need sheltering but are concerned about their pets to access services.

In existing shelters designated for human evacuees, a determination will be made by the Shelter Manager, in consultation with animal control and DHS, whether to allow co-habitation with animals. If co-habitation is an option, animal response teams and public health will be dispatched to the shelter sites and arrangements will be made to obtain emergency supplies and any specialized equipment needed to care for the animals. There must always be another shelter available which provides equal services without animal co-habitation.

Co-location is another option for animal sheltering distinct from co-habitation. While Co-habitation allows animals and owners to share dormitory space, co-location has animals on-site at a shelter facility in a separate space from areas used for human sheltering.

If co-location or co-habitation at a shelter site is not an option or if the animal is not a service animal, alternative animal shelter sites will be identified and animals will be assigned to the most appropriate shelter. If available, a representative from the Animal Care veterinary medical team will be deployed to shelter sites to assist with the triage and screening of animals to determine if

they are healthy, and to coordinate transport of any pets requiring medical care to the appropriate facility.

Resources

Shelters may request support from the local EOC for resources such as pet supplies, and child and infant care needs (i.e. formula and diapers.)

Shelters must not solicit donations from the community. An overabundance of donated materials often causes a “disaster within a disaster” – i.e. large quantities of items not needed in the shelter that require later disposal at cost to the jurisdiction.

Disaster Welfare Information

There are a variety of ways loved ones can connect with each other when they are separated due to a disaster. Shelter resident privacy must be balanced with the need to connect loved ones during a disaster. There are many ways to approach this, including a board that lists inquiries which is accessible to shelter residents. Only under very specific, legally prescribed circumstances will the identities of shelter residents be shared with members of the public.

Resources helpful to connect shelter residents include:

- Social Media Safety Checks
- Life360
- FEMA app
- National Center for Missing and Exploited Children: Unaccompanied Minors Registry
- Red Cross’s Safe and Well program

Security

Law enforcement/security personnel mobilized at the shelter coordinate and maintain perimeter security. Law enforcement is a critical partner during shelter operations and may be called upon to assist in security, coordinating with the shelter manager. Law enforcement may include park rangers. The presence of uniformed law enforcement may deter some groups from seeking shelter. While law enforcement personnel are allowed into shelters, entry runs most smoothly when coordinated in advance with the Shelter Manager – as circumstances allow.

U.S. Immigration and Customs Enforcement

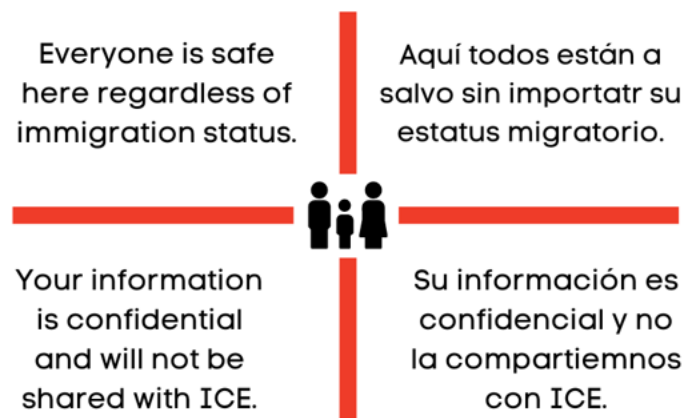
Per the Immigration and Customs Enforcement [Guidelines for Enforcement Actions in or Near Protected Areas Memorandum](#) dated October 27, 2021, shelters are considered protected areas, which are defined as “A place where

disaster or emergency response and relief is being provided" (See Attachment C)

Immigration and Customs Enforcement (ICE) will not enter Sonoma County emergency shelters as protected areas. ICE will not apprehend residents based on immigration status. Signage clearly explaining this policy in both English and Spanish will be easily visible at Sonoma County shelter entrances.

The Care and Shelter branch of the EOC will immediately consult with Sonoma County Counsel if they come into contact with ICE agents.

Example of shelter signage stating Sonoma County's stance on ICE in shelters:



Transportation

In an extended event, shelter residents may require accessible transportation services from the shelter to recovery assistance sites, neighborhoods, workplaces or other locations. Local jurisdictions and transportation agencies ensure accessible options are made available for all transportation services offered at the shelter through the EOC.

Health Services Shelter Support

Addressing Medical Needs in a General Population Shelter

The County of Sonoma Department of Health Services (DHS) will ensure basic medical care and health-related services are available in all shelters. Health services in shelters will:

- Provide health-related services and secure resources to meet the basic health needs of people affected by the disaster. Examples of basic health-related services may include first aid and referrals to more advanced healthcare provision. Examples of disaster-related health

needs may include prescription medication, prescription eye wear, durable medical equipment, etc.

- Provide general guidance to the Shelter Manager on safety and public health-related issues in the shelter; particularly related to sanitation, feeding, illness, injury, and access and functional needs concerns.
- Provide assessment and treatment for minor illnesses and injuries within the shelter. Disaster Health Service workers may provide client treatment and care up to but not exceeding their legal scope of practice.
- Monitor client and staff wellness, both mentally and physically.
- Provide 24-hour service at shelters in a private, separate location within the shelter, staffed relative to the shelter population.
- Secure the confidentiality of any client medical information generated in the shelter and report non-sensitive information regarding services to the Shelter Manager for reporting purposes.
- Disaster Health Service workers are required to maintain a current license or certificate in their field (i.e. Nurse, Emergency Medical Technician, etc.).

Behavioral Health Services

Behavioral Health Services in the shelter environment are most often provided by staff from County Behavioral Health, augmented by American Red Cross Disaster Mental Health. This function provides guidance to the Shelter Manager on environmental issues within the shelter that may affect the emotional health of shelter residents and workers. It is also responsible for identifying and monitoring the behavioral health-related needs for the entire shelter population and staff. County resources may also be needed to reconnect individuals with pre-disaster mental health issues to their regular support systems.

Communicable Disease Protocols

Shelters are an enclosed space where large numbers of people from across the community gather. There are many things shelter managers, working with health services, can put in place to keep residents safe from communicable diseases. Several common protocols are listed below.

Feeding:

- Use gloves when handling and serving food
- Provide servers with hairnets
- No self-serve food
- No food outside designated eating areas

Janitorial services:

- Regular
- Thorough
- Sanitize all spaces (not just restrooms)

Additional pandemic protocols:

- Pre-shelter health screenings
- Abundantly available hand sanitizer
- Mask requirements
- Rapid testing
- Increased space between cots (110 square feet up from 40 square feet per cot)
- Utilize non-congregate sheltering alternatives
 - Many separate rooms
 - Campgrounds and hotels are common examples

Feeding

Most emergency feeding operations typically occur in shelters. The Care and Shelter Branch will coordinate with the Red Cross, the Salvation Army, World Central Kitchen and other organizations to provide sufficient feeding operations in shelters. The County will contract for feeding services to support shelters. This will be coordinated through the logistics section. Shelter feeding follows all public health guidelines and is described in more tactical detail in the Field Guide ([Attachment A](#)).

Mobile feeding may also be used, including: at the scene of the disaster if practical; providing refreshment services at hospital waiting rooms, fire lines, or similar response sites; reception centers; places where disaster survivors and emergency workers congregate; and delivering food to people in isolated areas.

As an alternative to mobile feeding, a central facility may be activated for mass feeding at which feeding operations will be performed by personnel associated with that facility. Staffing support can be coordinated through the OA EOC with support from members of COAD. Arrangements may be made with restaurants and other food service providers to augment mass feeding operations. Whenever possible, the owners or managers of feeding establishments will manage the mass feeding operations. These arrangements may take advantage of any existing procedures or agreements for the procurement of food. Mass feeding schedules will be provided to Shelter Managers and announced to the public, as appropriate.

Meals that satisfy specific dietetic and cultural requirements will always be prioritized when available and practical.

Feeding support for service, comfort, and other animals will be coordinated with partner and community agencies.

Distribution of Emergency Supplies

Based on the severity of the event, the distribution of emergency relief supplies (sometimes called “bulk distribution”) may be activated to support disaster survivors. Distribution of Emergency Supplies is the responsibility of the Logistics Section in close coordination with Operations. Emergency distribution programs or commodities distribution plans are implemented to provide disaster victims with supplies and materials that are life-sustaining (food and water), or support their recovery (cleanup supplies). These programs are generally mobile and also support the ability of people to continue to shelter-in- place at home, versus evacuating to shelter sites. These distribution programs may be required when normal retail distribution systems have been disrupted.

The type and amount of items distributed are based on the situation and may include some of the following:

- Shelf stable food
- Water (and containers for water)
- Limited amounts of ice (and ice chests)
- Tarps
- Blankets
- Cleaning supplies
- Safety materials (N-95 masks, gloves)
- Other items such as batteries, first aid items, baby supplies, and pet food

Agencies that may be available to provide mutual aid to local jurisdictions in establishing bulk distribution programs include:

- American Red Cross
- Cal OES
- FEMA
- California National Guard
- Salvation Army
- COAD

There are other community agencies that have commodity distribution programs which operate on a day-to-day basis. The Redwood Empire Food Bank for example is an extensive food distribution network in Sonoma County

and they partner with food banks in neighborhoods throughout the County to serve the needs of community members.

Commodity Points of Distribution (C-POD)

Depending on the scope of damage and the areas of the County most heavily impacted, additional fixed distribution points at strategic locations may be needed. These can be established either near or inside the impact area; commonly they are set up at the entrance to the impact area. The materials distributed are often the same as those provided in mobile distributions of emergency supplies. The Federal Emergency Management Agency (FEMA) defines these sites as temporary, local facilities at which commodities are distributed directly to disaster victims.

These PODs differ from Points of Dispensing for medical prophylaxis which may be established during regional health related emergencies. Staffing of commodity POD sites will be coordinated with local law enforcement to ensure site security. POD sites will have similar characteristics:

- Easy access to major streets
- Large open paved area to park trucks or semi-trailers and off-load supplies
- Traffic flow in and out of the site
- Potential for indoor storage
- Accessible to pedestrian traffic and people with disabilities

C-POD plans have been developed for multiple locations across Sonoma County. [An example can be found in Attachment D.](#)

Public Information

Once shelter sites are confirmed, the public will be informed of shelter locations, types, and status via public messaging through City or Operational Area Public Information Officers (PIOs). All shelter public information will be conducted, minimally, in English and Spanish.

Public information messages will identify the location of shelters and encourage persons evacuating to bring personal go-kits (e.g., blankets, clothes, toiletries, necessary prescription medications). In addition, public messaging will advise persons who are dependent on life support or home healthcare equipment to bring the equipment and/or personal support they receive at home to the shelter with them or, if necessary, provide contact information for assistance in sheltering. They may also include information on which shelters support pet co-habitation or co-location.

Public Information staff may also be stationed in the shelters to provide accurate and timely information on the incident to shelter residents in accessible formats.

Transition to Recovery

Recovery begins as soon as a shelter opens. Community recovery information and services will be available in all shelters, and shelter residents will be encouraged to use time there to plan their next steps. The Sonoma County Shelter Intake Form (See Attachment B) collects voluntary recovery information from clients that can be shared with trusted community NGOs. Shelter resident recovery can be supplemented by non-profit groups such as the Red Cross' Shelter Transition Teams, and by integrating Sonoma COAD into sheltering as early as possible.

During the post-emergency recovery period, emphasis will be placed first and foremost on community recovery. This period also includes cleanup, shelter demobilization, OA EOC demobilization, and evaluating performance. Care and Shelter Branch staff will participate in the planning for Operational Area demobilization and transition to recovery. Further, they will also participate in the critique of emergency operations and development of an After Action Report (AAR). As the response winds down, housing programs managed by Sonoma County Community Development Commission will play a key role in the continuing recovery efforts.

Most of the immediate needs of the population will have been provided, and if the disaster surpasses locally available resources, the federal and state governments will help provide services to victims. Local Assistance Centers (LACs) will be set up by the County Emergency Operations Center to coordinate the delivery of these services. The location of, and services provided by LACs will be made available to shelter residents.

Demobilizing Shelters

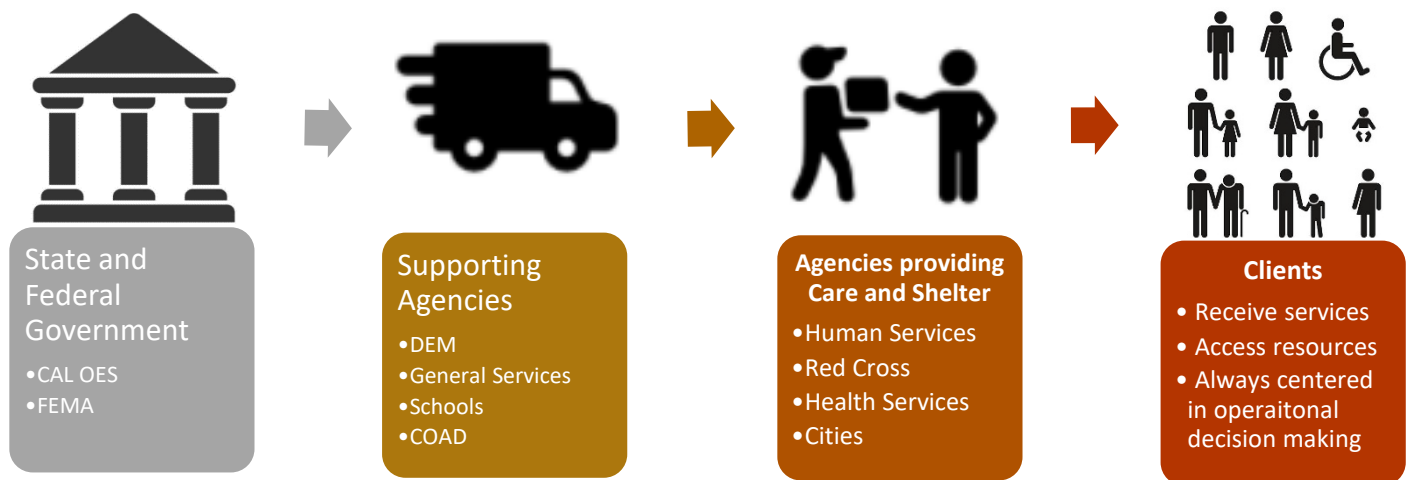
Shelters will generally remain open until all residents can return to their homes or make other arrangements. Best practice is to begin to plan for shelter demobilization as soon as a shelter opens. When the decision is made to close shelters, the main priorities for shelter staff are collecting shelter resident contact information for possible follow-up, continuing case management and the return of the shelter site to its original condition. Advance notice will be given in English and Spanish prior to the closing of a shelter location – a minimum of 24 hours with a goal of 48 hours whenever possible. Shelter staff will collaborate and coordinate with partner agencies to assist shelter residents in transitioning out of shelters. The Red Cross operates shelter resident transition teams and recovery

casework services that can be instrumental in closing shelters humanely. The Sonoma COAD may also have resources which can provide a just transition for residents leaving shelters.

iv. ROLES AND RESPONSIBILITIES

The following sections identify departments and agencies with roles in a Mass Care and Shelter response. The County recognizes that care and shelter is a large operation and there may be more groups active in a response; this list is specific to government agencies and key non-governmental partners.

The support structure for shelters is client-centered and begins at the local level.



Roles of Agencies and Organizations Providing Mass Care and Shelter

County of Sonoma Human Services Department (HSD)

HSD has been designated within California State government code section 3103 as the lead agency for Care and Shelter response at the County level. As part of the Operational Area, HSD follows SEMS and NIMS protocols as dictated by law. HSD can support local jurisdictions with mutual aid including staff and supplies as available to operate disaster shelters when local resources can no longer meet needs.

HSD is divided into five divisions:

- Administration
- Adult & Aging

- Economic Assistance
- Employment and Training
- Family, Youth and Children.

HSD will draw from these divisions to provide shelter staff. These divisions will also continue to provide services to current clientele and increase operations as needed post disaster.

Normal operations and mandated services will be resumed as quickly as possible after any incident and in accordance with related state and federal mandates. The Human Services Department Operation Center (DOC) is responsible for oversight of all emergency management functions within the Department.

The DOC will execute the following functions related to sheltering:

- Serve as the Care and Shelter Branch Director and Assistant Branch Director at the County EOC.
- Maintain sufficient staffing capacity to shelter 1% of the county unincorporated area population within 12 hours for 24 hours.
- Provide Shelter Worker training to County staff to ensure adequate staff are trained and ready to respond to shelters and TEPs.
- Lead the operational area conference call within the first 12 hours of an incident, recurring each operational period.
- Maintain a County Shelter Worker call-out list and the ability to place those workers on standby during periods of heightened risk (i.e. Red Flag warnings) and deploy them if needed.
- Maintain a list of trained HSD employees who can fill the Access and Functional Needs (AFN) lead and worker roles at County operated shelters.
- Coordinate FAST training by maintaining a call-out list and the ability to deploy FAST members to shelters when requested to do so.

City Jurisdictions

Sonoma County incorporated cities retain primary responsibilities for sheltering their evacuated residents within their incorporated boundaries, or at whichever location they are required to go for shelter. The County of Sonoma is likewise directly responsible for sheltering unincorporated area residents within County facilities, or wherever their residents are required to go for shelter. If residents from one jurisdiction or the unincorporated county need to seek shelter in another, unaffected jurisdiction or the unincorporated county, the originating jurisdiction maintains responsibility for providing staff and resources to manage those emergency shelter operations supporting their residents.

Jurisdictions are encouraged to develop and follow their own shelter plans and guidelines that may include other partner agencies to support shelter operation.

Because resources are limited in the early phases of any disaster response, jurisdictions are encouraged, like the County, to plan for sheltering 1% of their population within 12 hours for up to 24 hours. After 24 hours, the County will make every effort to support and augment city staffing as resources allow, and after cities have exhausted their own resources.

American Red Cross of Sonoma County

The Red Cross supplements County Mass Care and Shelter efforts. The Red Cross is not the primary sheltering agency for Sonoma County.

- The Red Cross, as mandated by Federal Law 36-United States Code-3 and reaffirmed in [Public Law 93-288](#) (Federal Disaster Relief Act of 1974), assists with disaster relief in peacetime.
- The Red Cross acts cooperatively with State and local governments and other private relief organizations to provide emergency mass care to persons affected by disasters in peacetime.
- By congressional mandate and in accordance with its corporate policy, the Red Cross has a long-standing disaster relief mission. Red Cross Care and Shelter services include:
 - Emergency sheltering
 - Fixed and mobile feeding
 - Disaster Health Services
 - Disaster Mental Health Services
 - Disaster Spiritual Care Services
 - Distribution of Emergency Supplies
 - Disaster Welfare Inquiry Support
 - Direct financial assistance for basic needs
 - Client Casework Services to support long-term recovery planning
 - Family reunification
 - Shelter resident transition support during shelter closing

The Red Cross provides no-cost Shelter Training to members of the local governments, districts, churches, and other community partners.

The Red Cross engages in cooperative Care and Shelter Planning as co-chair of the Sonoma County Shelter Council.

Sonoma County Department of Health Services (DHS)

DHS, through the Medical Health Operational Area Coordinator (MHOAC), will support the Care and Shelter response by providing behavioral health services, medical support, as well as communicable disease surveillance and environmental health-related activities. DHS will coordinate the health and medical response to a disaster, provide information for the health care community and the public on health-related matters, and serve as the medical authority for health and medical related activities. DHS will not have sufficient internal staffing to cover extensive shelter needs; they will coordinate with other agencies or contract for these services.

Health-related services at shelters are provided as available through the OA EOC or the Health Department Operations Center (HDOC). Each shelter will have staffing appropriate to its population. The HDOC:

- Coordinates deployment of health care professionals to provide basic health services to shelter clients. These are usually contracted staff.
- Deploys Public Health staff to provide guidance on sanitation, food safety, communicable diseases, and infection control; to conduct surveillance, investigate illnesses, and provide testing as needed; and to assist with assessments, referrals and case management of higher risk shelter residents and those who have additional health, access and functional needs.
- Deploys Behavioral Health Services staff to provide behavioral health support and services, including but not limited to psychological first aid, assessments, referral and linkages. Behavioral Health staff may be assigned to a single shelter in shifts, or itinerate between multiple shelters with regular visits and hot shots to acute needs.
- Coordinates Medical Reserve Corps, Red Cross, and other qualified health care volunteers as available to supplement County Disaster Health Service workers in providing triage, treatment and assessment for minor illness and injuries, up to but not to exceed their legal scope of practice within the shelter.
- Provides health-related resources (e.g., supplies and equipment) as available from Agency/County surge caches and coordinates additional resource requests through the Medical and Health Operational Area Coordinator (MHOAC).
- Coordinates transport and placement of patients needing higher level of medical care.

- Provides guidance related to sanitation, food safety, communicable diseases, and infection control; conducts surveillance, testing and illness investigations as needed.

DHS Behavioral Health Services

The function of DHS Behavioral Health Services (BHS) is to provide timely and effective behavioral health interventions to community members, partners, shelter residents and first response personnel psychologically impacted by an emergency. DHS BHS supports the EOC and Health Services Department Operations Center (HDOC) operations and offers staffing capable of providing psychological first aid, other behavioral health disaster responses services and referrals and linkage to a variety of community resources.

DHS BHS will provide the following disaster response functions related to sheltering:

- Assemble and deploy DHS BHS staff to shelter sites to provide behavioral health support via in person or telehealth services as appropriate.
- Identify and mitigate issues regarding behavioral health needs, provision of behavioral health support and services, including psychological first aid, hotline assistance, defusing, debriefings, and assessment for ongoing care, referral and linkage, for community members, partners, and first response personnel.

DHS Public Health Division

DHS Public Health Division (PH) includes Disease Control & Epidemiology, Public Health Laboratory, Public Health Nursing, Family Health, Health Promotion, and California Children Services.

PH will provide the following disaster response functions related to sheltering:

- Ensure all emergency shelters in the operational area are sufficiently staffed with qualified health personnel for the duration of the response.
- Disseminate disaster health-related information to the medical health providers and community.
- Act to prevent the spread of communicable diseases within shelters and the community.
- Ensure public health assessments are carried out in shelters to identify health and functional needs of higher risk shelter residents, and assist with referrals to needed health services.
- Coordinate provision of staff to support shelter operations as appropriate, authorized, and to the extent resources allow.

Sonoma County Department of Health Services- Animal Care Services

Animal Care serves as the lead organization for animal care responsibilities and will be represented by the Animal Care Director or designee and the Animal Care Group Supervisor in the Operational Area EOC.

Animal Care is responsible for: 1) providing emergency animal control operations within the unincorporated areas of the County and Contract Cities, and 2) coordinating emergency operations if one or more jurisdictions are involved. They will:

- Staff the Animal Care Group Supervisor position at the EOC
- Provide for the humane treatment of animals during emergency response and recovery
- Remove and/or dispose of injured and dead animals
- Protect public safety, as related to animal concerns
- Control infectious diseases (e.g., rabies)
- Offer emergency animal housing at its shelters and, depending on the circumstances, set up temporary emergency animal shelters to assist persons who have taken their pets from evacuated areas
- Offer support to service animals in general population shelters, or pets in co-located and co-habitation shelters.
- Respond to and assist with animal control, rescue, and/or sheltering related issues

Roles of Agencies and Organizations Supporting Mass Care

Sonoma Shelter Council

The Shelter Council is an advisory body established in 2017 to coordinate care and shelter planning for the Operational Area. It is Co-chaired by Sonoma County DEM or HSD and the American Red Cross. It will:

- Coordinate shelter planning and readiness among county, cities, and non-profit groups
- Provide input to the shelter field guide.
- Provide training and hold regular meetings to maintain operational area engagement in Care and Shelter

Sonoma County Department of Emergency Management

DEM activates and manages the Sonoma County OA EOC when conditions meet appropriate criteria as defined in the OA EOP. DEM will:

- Develop and maintain the Care and Shelter Annex to the County of Sonoma and Sonoma County Operational Area Emergency Operations

Plan, in collaboration with County Departments, Section Branch Leads, and key community groups.

- Work with the Shelter Council and other relevant parties to review and revise the Care and Shelter Annex on a regular basis.
- Provide periodic pre-incident Care and Shelter Branch training to Operational Area EOC responders.

Additionally, the DEM duty officer may support HSD in coordinating care and shelter operations among the county, community groups such as ARC and COAD, and city jurisdictions prior to EOC activation.

Office of Equity

The office of equity will serve in an advisory capacity to ensure all mass care and sheltering services are provided justly and equitably. They will provide recommendations to the EOC Care and Shelter Branch to improve service delivery.

General Services

General Services is the lead for County logistics during an emergency. They will provide the lead for the Logistics section in the County EOC. To support a mass care and shelter response, General Services will:

- Make facilities under their jurisdiction available for Care and Shelter. Primarily, this consists of County Veteran's buildings.
- Move shelter trailers as needed.
- Maintain any generators pre-positioned at shelters
- Provide janitorial services during the initial phase of a response as needed.
- Ensure facilities are safe after an event that may affect a facility's structural integrity.
- Orient shelter managers to County facilities
- Assign staff to serve as liaisons to shelter managers
- Liaise with the Sonoma County fairgrounds and maintaining the fairgrounds-county contract.

Sonoma County Transportation Authority (SCTA)

SCTA is the main County coordinator for transportation, providing accessible buses, vans and other vehicles for mass movement of persons from hazard or evacuation areas to the emergency shelters, from shelters to services provided off site, and relocation from temporary sites to shelters. Transportation resources from schools, private fleets, and/or hidden fleets may be used to augment the movement of displaced individuals during disasters.

Additional public transportation routes may be established at sheltering locations to facilitate shelter resident commutes to places of work, childcare, etc.

Coastal Valleys Emergency Medical Services Agency (CVEMSA)

The function of the CVEMSA is to coordinate emergency medical response functions and manage the county-wide Emergency Medical System for medical emergencies.

In support of a mass care and shelter response, CVEMSA will:

- Coordinate the immediate emergency medical response in a disaster, including emergency medical dispatch, and emergency and non-emergency ambulance services.
- Coordinate evacuation and medical assistance to ill and injured patients.
- Facilitate the movement of casualties to designated care sites.
- Ensure medical supplies are available to support shelter activities and coordinate the procurement, allocation and distribution of medical personnel, supplies, and equipment.
- Coordinate resource requests and situational status reports from the Operational Area to the region and state through the MHOAC.

Environmental Health Services

In support of a mass care and shelter response, Environmental Health Services will:

- Assess environmental conditions in shelters and congregate locations to promote health and safety.
- Identify and mitigate issues regarding food safety in retail and wholesale food facilities, safe drinking water, hazardous material, hazardous waste, and medical waste.
- Identify and mitigate issues regarding sewage spills, health hazards associated with waste debris.
- Identify and mitigate environmental health issues regarding residential rental units, motels/hotels, and detention facilities.

Community Development Commission (CDC)

Emergency shelters are designed to serve the acute disaster-related needs of evacuated populations, but will not turn anyone seeking shelter away because of their pre-disaster housing situations. Generally, pre-disaster unhoused populations are better supported in long-term shelter facilities tailored more closely to their needs. The Community Development Commission (CDC) serves

as the lead organization in caring for pre-disaster unhoused in the OA EOC, and will staff the Homeless Liaison Coordinator position.

In a mass care and shelter response, CDC will:

- Ensure that pre-disaster homeless populations presenting at emergency evacuation shelters are connected with resources and sheltering best-suited to their needs.
- Provide information to County and Operational Area EOC sections on homelessness related issues and available resources.
- Facilitate communication between OA EOCs, and area organizations serving homeless populations.
- Ensure homeless populations are properly considered in a Mass Care response.
- Maintain communication with organizations serving homeless populations and continue to monitor their activities and needs for sheltering their residents
- Provide information to Public Information Officer, PIO Support Staff, 211, and Rumor Control Supervisor on effectively communicating with homeless populations.

Sonoma County Sheriff's Office (SCSO)

The SCSO Law Enforcement Mutual Aid Coordinator will ensure there are sufficient resources available to provide security and law enforcement to mass care and shelter operations in the Operational Area.

Sonoma County Office of Education (SCOE)

SCOE will assist in accessing schools for use as shelter facilities. SCOE will fill the OA EOC Schools Group Supervisor and Assistant Schools Group Supervisor positions to assist public and private school administration with evacuation and care of school children, and the re-establishment of educational services.

In support of a mass care and shelter response they will:

- Determine which school facilities and staff are available to support shelter operations
- Ensure public and private schools are notified of emergency conditions and protective action recommendations
- Ensure school district(s) under consideration for shelter activation are notified in advance
- Coordinate with the DHS and PIO team in the OA EOC for public messaging related to children

- Coordinate with the Care and Shelter Branch in the OA EOC to ensure the needs of children are met in shelters
- Ensure accessible transportation is available for school evacuations

Private Schools

Private schools may provide resources such as facilities, food, equipment, and supplies to support mass care. Private schools will coordinate with OA Schools Group Supervisor in the OA EOC for evacuation, care and reunification of children with families and re-establishment of educational services.

Community Organizations Active in Disasters (COAD)

COAD's mission is to foster more effective service delivery to those affected by disasters in Sonoma through the collaboration of community agencies throughout the disaster cycle. The COAD covers the entire geographical area of the county and plays a key role in both response and recovery efforts during disasters. COAD is a coalition of organizations that encourages, supports and facilitates the delivery of disaster services by its partner organizations. While COAD does not deliver direct response and recovery services itself, its partner organizations do. These community agencies have expertise counseling, sheltering, food service, DES, and other critical services.

Faith-based and community-based organizations under the COAD may assist with providing and operating mass care facilities. They may assist with food, equipment and supplies to support mass care operations, support a smooth transition from mass care to recovery, and provide the basic necessities of life to persons unable to provide for themselves as a result of a disaster. In addition, they may assist in obtaining temporary housing and other aid for displaced people. During disasters, these resources can be accessed through the COAD position in the Logistics Section of the OA EOC.

The Care and Shelter desk of the EOC will activate, and coordinate with, COAD to provide recovery services and access to COAD resources to shelter clients during emergencies.

State of California

California Governor's Office of Emergency Services (Cal OES)

Cal OES coordinates overall state agency response to disasters in support of local government. The office is responsible for assuring the State's readiness to mitigate, respond to and recover from natural, manmade, and war-caused emergencies, and for assisting local governments in their emergency preparedness, response and recovery efforts.

The Cal OES Coastal Region Emergency Operations Center (REOC) acts as a coordination point in the event of a major emergency or disaster in Coastal Region counties. The REOC collects, interprets, and distributes information related to the disaster. It is the liaison point for requests, coordination and prioritization of all resource requests from the Operational Area to the State.

California Department of Social Services (CDSS)

The Director of the California Department of Social Services will serve as the State Director of Care and Shelter and will have the overall responsibility for coordinating state-wide Care and Shelter operations and support requests. The CDSS will also:

- Serve as the State-level coordination point for Functional Assessment Service Team deployment and operations
- Provide departmental personnel and other resources to function in Local Assistance Centers (LAC), upon request of the Director of the State Office of Emergency Services
- Coordinate the capabilities of County Social Services Departments (or similar agencies) to respond to the disaster (for mutual aid)
- Recommend inter-regional transfer of evacuees or resources to equalize distribution of the evacuee case loads

The Disaster Services Bureau of the California Department of Social Services supports local emergency agencies in order to provide temporary shelter for those who cannot safely remain in their homes due to a disaster or emergency. Shelters are generally opened and operated by the Red Cross, assisted by local or county employees. Meals are provided at the shelters and also are provided for disaster victims who have been able to remain in their homes, but are unable to prepare meals. The mass care and shelter disaster response function is delegated to the Disaster Services Bureau of the California Department of Social Services through an Administrative Order by Cal OES.

The Disaster Services Bureau also assists in networking with/between counties. Additionally, the Bureau tracks resources needed for care and sheltering with other state agencies and coordinates with the Red Cross to assist in training for shelter operations. Bureau staff may deploy to one or all of the three Regional Emergency Operations Centers throughout the state at the request of Cal OES. Staff is augmented with trained members of the Volunteer Emergency Services Team (VEST).

VEST is comprised of employees from various state departments who have volunteered for membership. Recruited, trained and deployed by the California Department of Social Services, VEST members may be used in a variety of

capacities including assisting at one of the Regional Emergency Operations Centers to help coordinate mass care and shelter functions.

Once activated by Cal OES, Disaster Services Bureau staff assist in the mass care and shelter function by: 1) Tracking shelter status; 2) Tracking feeding services; 3) Coordinating state resources; and 4) Supporting local government and the Red Cross in sheltering operations.

The state counterpart to the federal Emergency Support Function #6 is Emergency Function (EF) #6, Care and Shelter: "Coordinates actions to assist responsible jurisdictions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and victim recovery." The EF#6 function will usually be coordinated at the Cal OES State Operations Center in Sacramento.

Supporting Federal Agencies

Federal Emergency Management Agency (FEMA)

The Federal Emergency Management Agency (FEMA) activates Federal Emergency Support Function (ESF) #6 (Mass Care, Housing, and Human Services) in support of the California Care and Shelter response and local efforts to meet the mass care needs of victims of a disaster. FEMA is designated as the primary agency to coordinate ESF #6 and the Red Cross is a supporting agency.

V. DIRECTION, CONTROL AND COORDINATION

Notification and Process to Initiate Shelter Operations

Notification

The Care and Shelter Branch of the EOC will be activated by the EOC Director as needed, determined by the size and scope of the emergency and the needs of the impacted communities.

Initiating Shelter Operations

Following an emergency or incident, impacted jurisdictions will identify the need for care and shelter based on incident specifics and respond in accordance with the SEMS. Once it has been determined that a shelter will be opened:

- The jurisdiction activates its EOC and Care and Shelter Plan.
- The jurisdiction decides whether to open a TEP for short term care and shelter needs, or open an overnight shelter for longer term care and shelter needs.
- The jurisdiction notifies the county EOC if Red Cross or county resources are needed in excess of its capacity to care for 1% of its population.

- Superintendents of School Districts under consideration as shelters are notified by the local jurisdiction or Red Cross. Approval for use of a public school as a shelter resides with the District Office.
- The PIO notifies the public of shelter locations and status.

Operational Area EOC Response

When a local jurisdiction exhausts its resources in sheltering 1% of its population for at least 24 hours, it will contact the OA EOC with a request for support. Upon receipt of a request for resources, the OA EOC may activate and begin to mobilize staffing for the Care and Shelter Branch of the Operations Section. Staffing for the Care and Shelter Branch will be led by HSD and include representation from American Red Cross, DHS, COAD, Animal Care, and CDC. The activated Care and Shelter Branch positions (Position descriptions and information are found in the EOC handbook) will be responsible for coordinating the response both within the Operational Area and at the Regional and State level, if necessary.

EOC Coordination

The Operational Area EOC Care and Shelter Branch, under the Operations Section, is responsible for coordinating mass care services provided to the community and affected individuals. The Care and Shelter Branch works as a coordinated multi-agency team to ensure the provision of social, psychological and human services required to respond to persons in crisis and begin the recovery process. The Disabilities and Access and Functional Needs Group Supervisor in the Care and Shelter Branch will ensure the needs of people with disabilities and access or functional needs are being met, including the provision of accessible transportation through a resource request to the Logistics Branch, interpretative services, accessible shelters, and communication needs in a shelter environment.

All position assignments are reflected in the County of Sonoma and Sonoma County Operational Area Emergency Operations Plan

Operational Area Coordination

Under the authority of the EOC Operations Section Chief, the Care and Shelter Branch Director has overall responsibility for coordinating Care and Shelter operations within the OA. When an emergency cannot be handled by a local jurisdiction within the OA, the EOC Care and Shelter Branch may provide operational area care and shelter coordination among jurisdictions.

Operational Area and Regional Mutual Aid Operations

Mutual aid operations include sheltering internal evacuees within Sonoma County from another jurisdiction, and receiving external evacuees from outside Sonoma County.

Coordination of mutual aid support will be accomplished through established channels following SEMS protocols from Cities to the Operational Area, to the Cal OES REOC, to the SOC. Requests will include, as applicable:

- Number of personnel needed
- Type and amount of equipment
- Reporting time and location
- Authority to whom they are to report
- Access routes
- Estimated duration of operations

Mutual Aid requests may be received by a jurisdiction or agency outside the geographical boundary of Sonoma County. Requests may come from neighboring counties, Cal OES REOC. Requests coming to Sonoma County will include, as applicable, the same information as listed above.

vi. Annex maintenance, training, and exercises

Overview

This Mass Care and Shelter Annex is a working document that will evolve in response to ever-changing threats. Ongoing exercises, training, evaluation, management and maintenance of this Annex will ensure that new hazards and changes in community demographics can be addressed. A well-developed training and exercise program is vital to ensuring overall readiness and preparedness. Training ensures personnel are prepared for their roles and responsibilities. Exercises test the capabilities, resources, and working relationships of responding agencies.

Plan Maintenance

The Mass Care and Shelter Annex will be reviewed and revised every three years or as necessary following an actual incident or exercise to ensure plan contents are valid and current. The Department of Emergency Management in collaboration with the County of Sonoma Human Services Department will lead responsible departments and agencies in reviewing and updating their portions of the Annex as required based on identified deficiencies experienced in exercises or actual incidents.

Training and Exercises

At the County level, shelter training is provided by the Red Cross and the Sonoma County Human Services Department. Appropriate County and City staff will receive annual operational shelter training and awareness training on the policies and procedures in their respective care and shelter plans. Training will include both classroom training and exercises.

The Department of Emergency Management offers Care and Shelter Branch-specific training at the OA EOC. The training is designed for individuals who may staff a position within the Care and Shelter Branch during an exercise or activation of the Emergency Operations Center. Training includes an overview of the positions within the Care and Shelter Branch and their responsibilities. The training also includes hands-on practice for position specific roles and responsibilities.

Exercises can be accomplished in several ways. Tabletop exercises provide a convenient and low- cost method of introducing staff to problem situations for discussion and problem solving. Such exercises serve as a tool to identify if adequate policies and procedures exist. Periodic tabletop exercises specific to short- and long-term sheltering operations within the OA are recommended. Exercises will also include the FAST, CSD/STC.

To the extent feasible and applicable, Care and Shelter operations will also be included in functional and full-scale exercises that simulate actual emergencies. This can be accomplished by including emergency notification procedures, transportation coordination elements and post- evacuation tasks such as access control and re-entry. In no circumstance will “actors” replace people with disabilities during field-level drills and exercises. The participation of people with disabilities and the organizations that serve them both heightens the realism of the exercise and strengthens partnerships.

vii. AUTHORITIES and references

Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (Public Law 93-288, as amended).
- Pets Evacuation and Transportation Standards Act of 2006, as amended.
- Americans with Disabilities Act of 1990, as amended.
- Rehabilitation Act of 1973, as amended.
- Architectural Barriers Act of 1968, as amended.
- Post-Katrina Emergency Management Reform Act, 2006.

- FEMA Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters, 2010.
- U. S. Department of Justice, An ADA Guide for Local Governments: Making Community Emergency Preparedness and Response Programs Accessible to People with Disabilities, 2008.
- U.S Department of Justice, ADA Best Practices Tool Kit for State and Local Government, 2007.
- Chapter 7, Emergency Management under Title II of the ADA.
- American Red Cross Mass Care and Shelter Standards and Procedures

State

- California Emergency Services Act (CESA), 2015.
- California Disaster Assistance Act (CDAA).
- Standardized Emergency Management System (SEMS) Government Code Section 8607.
- California Education Code, Sections 32282-32289.
- California State Emergency Plan, 2017.
- California Guidance on Planning and Responding to the Needs of People with Access and Functional Needs, 2009.

County

- Sonoma County Code, Chapter 10 Civil Defense and Disaster (Emergency Services).
- County of Sonoma creating the Sonoma County Operational Area), April 1997.
- County of Sonoma and Sonoma County Operational Area Emergency Operations Plan, 2014.
- Sonoma County Operational Area Agreement.

APPENDICES

Attachment A – Sonoma County Care and Shelter Field Guide

Attachment B – Sonoma County Intake Form (English & Spanish)

**Attachment C – Immigration and Customs Enforcement
Memorandum: Guidelines for Enforcement Actions in or near
Protected Areas**

**Attachment D – Commodity Point of Distribution Plan: Santa Rosa
Veteran’s Hall**