

# Standard Operating Guidance Emergency Shelter Operations

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**County Manager's Office**

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**Director of Emergency Management**



**Contents**

**I.** Purpose and Introduction ..... 4  
**II.** Authorities and References ..... 4  
**III.** Guiding Policies and Standards..... 5  
**IV.** Agreements and Memorandums of Understanding (MOUs) ..... 5  
**V.** Explanation of Terms ..... 6  
**VI.** Situation and Assumptions ..... 9  
**VII.** Direction and Control..... 10  
**VIII.** Shelter Facilities ..... 10  
**IX.** Hurricane Evacuation Shelter Activations ..... 13  
**X.** Shelter Management..... 13  
**XI.** Shelter Operations and Staffing ..... 15  
**XII.** Functional and Access Needs..... 17  
**XIII.** Shelter Security ..... 18  
**XIV.** Feeding/Nourishment..... 18  
**XV.** Communications ..... 19  
**XVI.** Generator Support to Shelters ..... 19  
**XVII.** Transportation/Evacuation Assistance ..... 20  
**XVIII.** Special Needs Shelter..... 20  
**XIX.** Disaster Response Units (DRUs) ..... 20  
**XX.** Hurricane Evacuation Pet Friendly Shelter ..... 21  
**XXI.** Documentation and Finance..... 21  
**XXII.** Training for Shelter Staff ..... 22  
**XXIII.** Points of Contact ..... 22  
**XXIV.** SOG Maintenance ..... 22

## **I. Purpose and Introduction**

The purpose of this Standard Operating Guide (SOG) is to outline authorities, policies, organizational arrangements, operational concepts and procedures that are in place for the provision of emergency public shelter services to those needing it.

This SOG is primarily intended for the opening and operating of emergency shelters during evacuations due to tropical cyclone events, whether landfalling or exiting.

Sheltering services needed because of any other natural or man-made emergency (i.e. flooding, fires, tornadoes, hazardous materials incidents, or cold weather) may require flexibility and deviation from this SOG. It is also important to note that local shelters may need to be opened to “host” people from elsewhere.

In Collier County, the emergency sheltering mission is a team effort requiring much coordination and communication. This SOG lays out the framework and background as well as outlines agency authorities and responsibilities relating to emergency sheltering.

## **II. Authorities and References**

The essential authorities and references that give merit to this SOG are:

- Chapter 252, Florida Statutes  
Assignment of responsibility for preparing for, responding to, recovering from and mitigating the effects of all potential natural or technological disasters
- Collier County Comprehensive Emergency Management Plan (CEMP), last revised 2012
- Collier County Board of County Commissioners, Resolution No. 2012-150  
Adoption of Comprehensive Emergency Management Plan
- Rule 9G-6.006, Florida Administrative Code  
Regular review and timely adoption of Comprehensive Emergency Management Plan
- Collier County Board of County Commissioners, County Ordinance No. 2007-37  
Temporary Emergency Shelters Regarding Sexual Predators and Sexual Offenders
- Collier County Board of County Commissioners, County Ordinance No. 84-37  
State of Local Emergency Declaration
- Collier County Board of County Commissioners, County Ordinance No. 2001-45  
General Amendments pertaining to emergencies
- Statewide Regional Evacuation Study for the Southwest Florida Region, 2010
- Homeland Security Presidential Directive (HSPD)-5, Management of Domestic Incidents
- National Incident Management System (NIMS), December 2008
- Collier County Board of County Commissioners, Resolution No. 422  
Adoption of the National Incident Management System (NIMS)

- Homeland Security Act of 2002
- National Response Framework (NRF)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988; amended the Disaster Relief Act of 1974, PL 93-288.
- Title VI of P.L. 109-295 (H.R. 5441), the Post-Katrina Emergency Management Reform Act of 2006
- P.L. 109-308 (H.R. 3858), the Pets Evacuation and Transportation Standards Act of 2006
- State of Florida, Statewide Emergency Shelter Plan, last revised January 2012
- Florida Building Code, Chapter 423 and State Requirements for Educational Facilities (SREF)
- Americans with Disabilities Act/Florida Accessibility Code, Checklist for Emergency Shelters, 2008

### **III. Guiding Policies and Standards**

Key policies and standards that guide this SOG are:

- Office of the County Manager, Administrative Code 5900: "Cessation of Normal Government Activities, Personnel Roles and Responsibilities during Emergencies and Emergency Disaster Pay", revised June 5, 2009
- American Red Cross, Mass Care – Preparedness and Operations, ARC-3041
- American Red Cross, Guidelines for Hurricane Evacuation Shelter Selection, ARC-4496
- Design and Construction Guidance for Community Safe Rooms, FEMA 361, Second Edition / August 2008
- Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters, FEMA, 2010

### **IV. Agreements and Memorandums of Understanding (MOUs)**

See Attachment 1: Memorandum of Understanding between Collier County Board of County Commissioners and the American Red Cross of Collier County

See Attachment 2: Interlocal Agreement between the Collier County Board of County Commissioners and the Collier County School District

See Attachment 3: Memorandum of Understanding between Collier County Emergency Management and the Civil Air Patrol

See Attachment 4: Memo from the Department of Nutrition Services, Collier County School District

See Attachment 5: Ave Maria University/American Red Cross Shelter Agreement

## V. Explanation of Terms

### A. Acronyms

ADA	American with Disabilities Act
ARC	American Red Cross
BOCC	Board of County Commissioners
CAP	Civil Air Patrol
CCFCA	Collier County Fire Chiefs' Association
CEMP	Comprehensive Emergency Management Plan
CERT	Community Emergency Response Team(s)
CSA	County Staging Area
EAS	Emergency Alert System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
ESF	Emergency Support Function
FBC	Florida Building Code
FDEM	Florida Division of Emergency Management
FEMA	Federal Emergency Management Agency
FNSS	Functional Needs Support Services
HES/RES	Hurricane/Regional Evacuation Study
ICS	Incident Command System
JIC	Joint Information Center
LE	Law Enforcement
LSA	Logistical Staging Area
MAA	Mutual Aid Agreement
MOU	Memorandum of Understanding
NHC	National Hurricane Center
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NWS	National Weather Service
PIO	Public Information Officer
PSA	Public Safety Announcement
PSN	Persons with Special Needs
SEOC	State Emergency Operations Center
SLRC	State Logistics Resource Center
SO	Sheriff's Office
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
SpN	Special Needs
SREF	State Requirements for Educational Facilities
TTY	Teletype
TSA	The Salvation Army
USDA	United States Department of Agriculture
VOAD	Voluntary Organizations Active in Disaster
VRC	Volunteer Reception Center

## **B. Definitions**

**Catastrophic Disaster** – A disaster that will require massive State and Federal assistance, including military involvement.

**Emergency Worker Shelter** – A short-term emergency lodging facility opened as a refuge for responding emergency workers during evacuations due to tropical cyclone events, whether landfalling or exiting.

**Evacuation** – Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

**Evacuation Shelter** – Short-term lodging facilities opened for evacuees prior to, during, and after an incident. Shelters are typically places where mass care operations are conducted and are generally located away from known hazards. A short-term shelter opened for temporary housing of people who have evacuated due to an impending threat. A type of shelter designed to house members of the public without regard to age, gender, or health condition. Most evacuation shelters are open for a 72hour period.

**Evacuation Zone** – Geographic areas identified by emergency management officials as at risk from all hazards (major hazard).

**Functional Needs Support Services** – Services that enable individuals to maintain their independence in a general population shelter. FNSS includes reasonable modification to policies, practices and procedures, durable medical equipment (DME), consumable medical supplies (CMS), personal assistance services (PAS), other goods and services as needed.

**General Population Shelter** – A shelter that serves primarily those members of the public that do not possess any special or exclusive need.

**Hardened Area** – Hardened areas are those parts of buildings that are built to survive high winds and provide a safe shelter during extreme wind and surge events - such as hurricanes.

**Host Counties** – Designated Counties (away from risk) directed to offer coordinated mass care and shelter support to evacuating communities.

**Host Sheltering** – Providing shelter to individuals when there is no danger to those who stay in "unhardened" area of facility (i.e., sheltering out-of-area folks due to storm landfall in other area of State, post-landfall operations after high winds/surge subsides, or sheltering due to other hazard non-hurricane/TS event)

**Hurricane Evacuation Pet Shelter** – A short term shelter that is opened to provide refuge for evacuees with pets. Evacuees will be co-located (on the same campus) with their pets and must still provide care to their pets. Clients must pre-register with Collier County Domestic Animal Services (DAS) to partake in this service.

**Hurricane Warning** – An announcement that hurricane conditions (sustained winds of 74 mph or higher) are expected somewhere within the specified coastal area. Because hurricane preparedness activities become difficult once winds reach tropical storm force, the hurricane warning is issued 36 hours in advance of the anticipated onset of tropical-storm-force winds.

**Hurricane Watch** – An announcement that hurricane conditions (sustained winds of 74 mph or higher) are possible within the specified coastal area. Because hurricane preparedness activities become difficult once

winds reach tropical storm force, the hurricane watch is issued 48 hours in advance of the anticipated onset of tropical-storm-force winds.

**Long Term Shelter** – A shelter that is located close to an impacted area after the area has been determined safe for reentry. Long term shelters may remain open for over 72 hours after an event or until temporary housing becomes available. Cots and hot meals will be available in these shelters. The ARC standard for post-impact shelters is 40 square feet per evacuee.

**Major Disaster** – A disaster that exceeds local capabilities and requires a broad range of State and Federal assistance.

**Major Hurricane** – Hurricanes that reach Category 3 or above on the Saffir-Simpson scale.

**Mass Care** – Assistance provided to meet the basic human needs of people impacted by a catastrophic event. Mass care assistance includes shelter, food, water, ice, clothing, medical care, crisis counseling, pastoral care, and other essential life support needs.

**Risk Sheltering** – Providing shelter to individuals during a landfalling, paralleling or exiting hurricane event that produces high winds and some amount of surge.

**Shelter Push Package** – A coordinated resource with disposable and non-disposable items to establish or support shelter operations. Push packages may come in multiple configurations. In Collier County, these push packages are pre-supplied in towable trailers – together this resource makes up a Collier County Disaster Response Unit (DRU).

**Special Needs Individuals/Groups** – Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These groups may need to have specially trained health care providers to care for them, or special facilities equipped to meet their needs, and may require specialized vehicles and equipment for transport. This population requires specialized assistance in meeting daily needs and may need special assistance during emergency situations.

**Special Needs Shelter** – A type of special needs population shelter designed specifically to care for individuals with chronic and acute health issues which prevent the individuals from being housed in a general population shelter.

**Spontaneous Evacuation** – The voluntary departure by evacuees from an at-risk area, prior to an evacuation recommendation or mandatory order from an elected official; or the voluntary departure by evacuees not in an evacuated area.

**Tropical Storm Warning** – An announcement that tropical storm conditions (sustained winds of 39 to 73 mph) are expected somewhere within the specified coastal area within 36 hours.

**Tropical Storm Watch** – An announcement that tropical storm conditions (sustained winds of 39 to 73 mph) are possible within the specified coastal area within 48 hours.

## **VI. Situation and Assumptions**

### **A. Situation**

Since 1960 more than 20 tropical cyclone events have affected Collier County and future events are likely, if not imminent.

According to recent Sea, Lake and Overland Surges from Hurricanes (SLOSH) modeling, the majority of Collier County is in a potential surge area, with all of Collier County subject to some type/amount of storm impact.

The American Red Cross will only manage hurricane evacuation shelters outside of a “Category 4” surge zone during the “hunker down” period of a land-falling storm. They have agreed to support shelter operations at all shelters immediately after the cessation of hurricane/tropical storm conditions (aka post-storm).

Safeguarding the life and property of its citizens is an innate responsibility of the governing body of each political subdivision of the state.

Surge amount/height is no longer included in the Saffir-Simpson scale.

### **B. Assumptions**

Facing an imminent impact of tropical cyclone conditions, evacuation orders will be issued. Some residents and visitors will seek refuge at a public hurricane evacuation shelter.

According to the 2012 Statewide Emergency Shelter Plan, the estimated public shelter demand in Collier County for a Category 5 storm in 2012 is 27,380. Estimated public shelter demand for a Category 5 storm in 2017 is 24,281. (These numbers are worst case and should be used as a planning tool).

According to the 2012 Statewide Emergency Shelter Plan, the estimated public shelter demand in square footage for a Category 5 storm in 2012 is 511,360. Estimated public shelter demand in square footage for a Category 5 storm in 2017 is 445,723. (These numbers are worst case and should be used as a planning tool).

There will be a relatively short amount of time to finalize essential operational plans, as appropriate to specific event/needs. Additionally, the sheer scope of tropical cyclone impacts may cause some resource shortages.

A major hurricane will produce the need for large scale shelter operations.

Pre-storm evacuation shelter demand has decreased in Southwest Florida. Public outreach efforts have stressed (and should continue to stress) to evacuees that the choice to go to a public shelter should not be the first choice in destinations.

Shelter openings will be based on “least risk” decision-making.

Some residents/visitors will require transportation to a shelter.

If Collier County is requested to provide “host” sheltering, the Governor, through the State Emergency Operations Center (SEOC), will issue mission instructions to the local government.

The Collier County Emergency Operations Center (EOC) will be activated during hurricane evacuation shelter operations.

If additional resources are needed to conduct shelter operations or to facilitate the provision of shelters, these resources can be requested through the Emergency Operations Center from State and/or Federal agencies, or pursuant to inter-local agreements, MOUs, or existing processes.

During large-scale hurricane evacuation shelter operations, it is likely that schools, businesses and government offices will be closed and normal business operations and community activities will be curtailed.

## **VII. Direction and Control**

Per Florida State Statute Chapter 252.38, “Safeguarding the life and property of its citizens is an innate responsibility of the governing body of each political subdivision of the state.”

And as outlined in the Collier County Comprehensive Emergency Management Plan (CEMP), Collier County government is prepared to “Direct and control response to the majority of incidents/emergencies in accordance with the statutes and ordinances of the State of Florida and Collier.”

Therefore in the Collier County Emergency Operations Center (EOC), Emergency Support Function (ESF) #6 Mass Care shall serve as the coordinating mechanism for hurricane evacuation shelter operations. ESF #6 is a function in the Human Services Branch and reports through the Operations Section.

See Attachment 6: EOC Organizational Chart

See Attachment 7: EOC Seating Chart

See Attachment 8: Hurricane Evacuation Shelters – Decision and Process Flow

## **VIII. Shelter Facilities**

### **A. Locations**

Facilities that could be used as hurricane evacuation shelter sites are located in various places throughout Collier County. The majority of these facilities are schools, as they are made available to the local emergency management agency pursuant to Florida ss. 252.385 (4)(a).

See Attachment 9: Listing of Hurricane Evacuation Shelter Facilities

See Attachment 10: Map of Collier County Hurricane Evacuation Shelter Facilities

The listing of potential hurricane evacuation shelter sites is updated on an annual basis and as the need arises, depending on construction or other activities occurring on-site which prohibit the effective use of the facility as a shelter.

While a comprehensive list of shelters is kept and updated, actual shelter openings are considered based on conditions associated with each particular storm. Storm size, forward speed, category and direction are all factors that contribute to selecting what shelters to open for a certain storm.

**B. Priority**

Potential hurricane evacuation shelter facilities are ranked according to priority – high, medium or low – based on a number of factors (see table below). At a minimum, these priorities are updated annually.

See Attachment 9: Listing of Hurricane Evacuation Shelter Facilities

Shelter Priority Definitions/Examples	
<b>High</b>	<ul style="list-style-type: none"> <li>○ Frequency/likelihood of use: High likelihood that facility will be used during an “average” storm. Facility has been used in the past.</li> <li>○ Operational efficiency/effectiveness: Facility layout and plant systems make for easier shelter operations. Large open areas are present and structurally sound. Emergency power is present and on site.</li> <li>○ Special use: Facility serves as a special use shelter, such as Pet-Friendly or Special Needs shelter, or is used by some other agency as an emergency worker shelter.</li> <li>○ Importance in major storm: Facility is located well inland, away from major storm surge. Facility was built after 2005, to EHPA requirements, and is structurally sound.</li> <li>○ Bang for the buck (shelter capacity): Facility has high shelter capacity.</li> <li>○ Special planning considerations: Critical information is missing and still needs to be collected for an adequate priority determination.</li> </ul>
<b>Medium</b>	<ul style="list-style-type: none"> <li>○ Frequency/likelihood of use: Facility has never been used in the past, but very possible that could be used in future.</li> <li>○ Operational efficiency/effectiveness: Facility layout and plant systems make for manageable shelter operations. Emergency power exists but is limited.</li> <li>○ Special use: Facility could potentially serve some special use.</li> <li>○ Importance in major storm: Risk of storm impact is marginal.</li> <li>○ Bang for the buck (shelter capacity): There are other facilities with higher capacities, but there are also facilities with significantly less capacity.</li> <li>○ Special planning considerations: Owners of facility would prefer not to use facility as shelter site, however, they are agreeable in case of dire situation.</li> </ul>
<b>Low</b>	<ul style="list-style-type: none"> <li>○ Frequency/likelihood of use: Most likely facility will not be used during an “average” storm. Facility has not been used in the past.</li> <li>○ Operational efficiency/effectiveness: Facility layout and plant systems make for difficult if not unmanageable shelter operations. There are no large open areas (or they are presently just unsafe to use). Emergency power is non-existent or minimal.</li> <li>○ Special use: There are no “special use” plans in place.</li> <li>○ Importance in major storm: Facility is located near coast, at risk of surge inundation in “average” storm. Older construction and with unknown wind ratings with evidence of structural flaws.</li> <li>○ Bang for the buck (shelter capacity): Facility has minimal shelter capacity.</li> <li>○ Special planning considerations: Owners of facility do not want it to be used as shelter site.</li> </ul>

**Facility Assessments/Surveys**

During Florida's 2004 hurricane season hundreds of shelters safely protected more than 386,000 individuals. While most shelters incurred limited to no damage (such as displacement of roof covering materials or rainwater intrusion), some facilities incurred some serious structural damage during the hurricanes. These instances highlight the critical need to properly assess potential facilities for safe use as shelters during hurricane evacuations.

Facilities to be used for Collier County Hurricane Evacuation Shelters will be surveyed and selected using the guidance set forth in American Red Cross's Standards for Hurricane Evacuation Shelter Selection (ARC-4496), the State of Florida's Model Hurricane Evacuation Shelter Selection Guidelines and FEMA's Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters.

See Attachment 10: American Red Cross Standards for Hurricane Evacuation Shelter Selection (ARC-4496)

While the above referenced documents serve as prudent guidance, ultimately the use/selection of facilities as hurricane evacuation shelters involve a number of factors and require close coordination with local partners and knowledgeable persons. Shelter opening decisions are based on specific storm characteristics prior to landfall and "least risk" decision-making is used.

The inventory of shelter facilities should be surveyed every five (5) years, depending on available resources, and may be performed on existing hurricane evacuation shelter facilities (for updates) as well as new facilities that have not previously been surveyed.

Historical shelter facility survey initiatives are, as follows:

- 1999, performed by The PBSJ Corporation, funding provided by the State of Florida.
- 2005, performed by The PBSJ Corporation, funding provided by the State of Florida Division of Emergency Management, in collaboration with the Division of Housing and Community Development (HCD).
- 2011, performed by Emergency Planning Services, Inc., funding provided by Collier County Emergency Management (using a Department of Homeland Security grant).

These surveys should follow the criteria and process outlined in the State of Florida's Model Hurricane Evacuation Shelter Selection Guidelines Course and student manual, to the extent possible.

The American Red Cross is also instructed, through their corporate channels, to survey shelter facilities using the ARC Form 6564. It is prudent to share survey information across agencies and coordinate surveys when possible.

See Attachment 11: 2012 Coordination with the Collier County Planning Commission.

## **IX. Hurricane Evacuation Shelter Activations**

### **A. Activating Authority**

Pursuant to Florida SS. Chapter 252, the Director of Collier County Emergency Management has been designated authority to activate shelters. Shelter activations will be made through consultation and coordination with the Shelter Planning Cell in the Collier County Emergency Operations Center (EOC).

The “Shelter Planning Cell” should be comprised of the knowledgeable representatives from agencies with distinct responsibilities during shelter operations, such as Collier County Emergency Management, the Collier County School District, the American Red Cross, the Collier County Sheriff’s Office, the Collier County Health Department, Collier County Domestic Animal Services (DAS) and the Civil Air Patrol (CAP).

During a “host” shelter situation, the Governor of Florida may call for the activation of “host” facilities necessary for the care and shelter of out-of-area evacuees.

### **B. Process Diagram**

See Attachment 8: Hurricane Evacuation Shelter – Decision and Process Flow

### **C. Notification**

Shelter stand-by notices, activation and demobilization notifications to affected parties should be made in as sufficient time as possible, to allow for adequate preparations and response.

Collier County Emergency Management may use its One-Call now phone system to notify and activate shelter staff workers.

See Attachment 12: Hurricane Evacuation Shelter – Notification Diagram

## **X. Shelter Management**

### **A. General**

Collier County Government and its Board of County Commissioners are ultimately responsible for the issuance of evacuation orders and/or the provision of emergency shelter during hurricane evacuations, therefore all shall operations shall be coordinated with and through the Collier County Emergency Operations Center (EOC).

The provision of emergency shelter during hurricane evacuations requires the partnership of various entities, for both the provision of shelter facilities and the provision of shelter management and staff.

This means that at a given hurricane evacuation shelter there may be one agency providing the facility and access therein, and another agency providing the client management staff, and all must be coordinated in a collaborative fashion with and through the Collier County Emergency Operations Center (EOC).

## **B. General Population Shelters**

Collier County's primary shelter management agencies at "General Population" shelters during hurricane evacuations are the Collier County Chapter of the American Red Cross, the Collier County School District, Collier County BCC employees and the Civil Air Patrol (for Golden Gate High School).

### **Landfalling Storm, Hunker Down Period**

During the hunker-down period of a land-falling storm, the American Red Cross will only provide shelter management services to those facilities located outside of the "Category 4" surge zone (Immokalee), due to the ARC-4496 Standard.

The American Red Cross will only provide shelter management to those shelters located in the Immokalee area, during this scenario.

The Collier County School District, Collier County BCC staff and the Civil Air Patrol will provide shelter operations and management services and staff to those General Population shelters located at school facilities within the "Category 4" surge zone, during this scenario.

Once the storm winds subside and the surge/flood recedes, shelters will close and those remaining clients are typically consolidated into fewer shelter facilities (for longer-term shelter operations). At this time, it may be necessary to transition the School District-managed shelters to the care and management of the American Red Cross, or some other shelter management agency/team.

### **Post-Impact, or Paralleling/Exiting Storm Scenarios**

The American Red Cross is the shelter management agency for hurricane evacuation shelters during a paralleling or exiting storm, as the ARC-4496 Standard does not prohibit their operations during these scenarios.

Additionally, the American Red Cross is expected to take over management of those School District-managed facilities during the post-impact period of a land-falling storm – once the "hunker down" period is over (after winds subside).

If the ARC cannot adequately handle management and staffing of all open shelters, a request may be made to the Collier County Emergency Operations Center and resources may be provided through various means.

County employees or volunteers may be provided to supplement ARC management staff, or the County may make a request to the State EOC for additional shelter management/staffing resources. Care should be taken to notify the County EOC of resource shortfalls as soon as possible so as to give an adequate amount of lead time necessary for the timely provision of supplement/replacement staff.

## **XI. Shelter Operations and Staffing**

Collier County will use the American Red Cross's Sheltering Handbook – May 2012 as guidelines for the conduct of operational procedures at hurricane evacuation shelters.

Incorporate by reference: ARC Sheltering Handbook – May and ARC Shelter Management – May 2012.

### **Functions Performed/Services Provided**

Collier County hurricane evacuation shelters exist to ensure safety and the provision of basic needs for evacuating residents/visitors, and are not intended for the provision of creature comforts.

At minimum, the services provided at a hurricane evacuation shelter are safe refuge, nourishment, security and emergency medical services (via 911 dispatch). In addition, client management practices/systems will be employed and in place.

### **Organization of Operations**

Key features of the Incident Command System (ICS) and its principle concepts will be employed during and within hurricane evacuation shelter operations, specifically those such as a chain and unity of command, unified command structure, accountability, and maintaining a manageable span of control.

To this end, organizational charts (or job assignments) that outline key areas of responsibility and supervisory structure are supremely important.

### **Agencies Supporting the Shelter Staff Mission**

Agencies supporting the operation of emergency shelter with staff include: Collier County School District, Collier County BCC, American Red Cross, Civil Air Patrol Naples.

### **Shelter Staff Roles**

**Shelter Manager:** The Shelter Manager provides supervision and administrative oversight for all shelter operations. This person ensures that the needs of shelter occupants are being met. He or she is in charge of making sure the other shelter staff roles are being filled and maintains communication with the School District and Emergency Operations Center staff. Part of this communication involves reporting shelter counts back to the Emergency Operations Center in order to determine when the shelter will reach capacity.

The Shelter Manager is responsible for scheduling and leading Shelter Staff meetings, briefings with shelter residents if appropriate, establishing shifts for shelter workers and working with all other shelter staff to ensure a smooth shelter operation. Once shelter staff arrive at the shelter, the manager should assign the following roles: Registration, Feeding, Main Floor/Dormitory management, Volunteer Recruitment and Logistics. Additional staff can be assigned to roam and support shelter residents or other shelter staff. The Shelter Manager has responsibility for all those in the shelter and for requesting additional support from the Emergency Operations Center when needed.

**Registration Staff:** Registration staff are responsible for ensuring that persons entering or leaving a shelter go through the registration process. Without complete, legible and accurate information about the

residents of the shelter, our ability to provide needed services is impaired. To assist with Registration, tables and chairs should be set up near the shelter entrance, so that those entering can fill out the form and be directed to the main shelter area. If possible, assign a greeter at the entrance to the shelter to welcome residents and guide them to the registration area. Keeping a good count on how many are in the shelter will also allow the shelter managers and those in the Emergency Operations Center to determine if other shelters need to be opened.

In addition to the shelter registration staff sitting at the registration table, there will also be representatives from the Collier County Sheriff's Office. Their role will be to ensure that those entering the shelter do not have criminal records that would preclude them from staying in a shelter environment. The location of the Registration Table will be different at each shelter, depending on the layout, but generally should be located at the entrance to the shelter. Once each individual or family has filled out a registration form, they can be directed to the main shelter area.

A log sheet should also be kept for each shelter. This sheet will allow those working in the shelter to document problems, solutions and track major shelter issues. A sample Log Sheet will be included in the Administrative Supply Bin of each Disaster Response Unit.

**Feeding Staff:** The feeding operation in a short term sheltering operation is managed by Collier County District Schools Nutrition Services. Contracts currently in place will provide each shelter resident with a small breakfast, lunch and dinner each day. Water and juice will also be provided. Nutrition Services staff from Collier County Schools takes the lead in preparing and serving this food but shelter staff should be assigned to assist with this coordination. Assistance serving the meals may be needed, and this is a good opportunity to request volunteer support from shelter residents.

It is also important to note how many meals were served each day. Keep in mind that shelter residents are instructed to bring basic food, water and supplies to a shelter and some of them should have their own food.

Shelter staff should coordinate to establish meal times in each shelter.

**Main Floor/Dormitory Management:** The Main Floor of the shelter is the area where most shelter residents will be spending the majority of their time. Those assigned to Main Floor Management should be responsible for setting up cots, coordinating with team members for blankets, comfort kits and other items if available and necessary. This area is also known as the dormitory area and the layout of the main shelter area will vary by facility. Once registered, they can walk to this area and set up any cots, sleeping bags or supplies they brought with them. Cots, mattresses and other supplies available in the Disaster Response Units can also be set up here.

Staff working in this area should monitor the main floor of the shelter and report any significant issues to the shelter manager. In this area of the shelter, there will most likely be a good amount of interaction with shelter residents. Staff should be as helpful as possible to those shelter residents, and work with them to provide a safe and comfortable environment.

All reasonable efforts should be pursued to protect the schools property. One example of this would be placing floor covers on the gym floor if available.

**Logistics Support and Supplies:** Logistics support coordinates providing needed supplies and equipment at the shelter, ensuring that the facility and equipment remains in good condition.

See Section entitled "Disaster Response Units"

In addition to materials supplied in the Disaster Response Units, Collier County maintains portable generators that can be delivered to the shelter. While these generators are not large enough to power the entire school, they can be used for lighting, charging devices and other power source needs. Each school shelter has a facilities manager who will be able to assist with generator hook-up as needed.

**Volunteer Recruitment:** There are many tasks that need to be performed in order to open, operate and close a shelter. It is often very easy and helpful to utilize shelter residents as shelter volunteer staff. This allows them to take an active role in shelter operations. Those working to recruit shelter residents to act as staff should work closely with the shelter manager and other shelter staff to recruit, place and release these volunteers.

Examples of activities volunteers could assist with include trash cleanup, table setup, cot setup and food service. Involving shelter residents in shelter operations provides needed assistance and also allows those in the shelter to be more involved.

## **XII. Functional and Access Needs**

Adults and children with Functional & Access Needs are those who have a physical, cognitive, emotional, or sensory impairment (deafness, blindness, etc.) who require additional resources and assistance before, during or after a county-wide emergency or disaster. This would also include those people that use service animals for assistance.

When residents or visitors with functional or access needs seek shelter at a shelter facility, it is important to work with them individually to assess their needs and to determine the best way to accommodate them. These people may:

- Use manual or motorized wheelchairs, crutches, canes or walkers.
- Be blind or have vision impairments
- Be deaf or hard of hearing
- Have emotional (mental) or intellectual impairments
- Have difficulty communicating in English
- Or have a number of other conditions or combinations of conditions needing assistance.

Many individuals find community shelter arrangements difficult and often frustrating. In all cases, coordination between shelter staff and the client will determine the solution that best meets the needs of the individual and other shelter residents.

If someone checks in to the shelter and acknowledges a functional or access need or disability, it is important to not turn that person away unless the need requires more advanced medical support. Collier County does have a shelter for those with Special Medical Needs, but many with functional and or Access needs can manage with little to no issues in most shelters. Work with the client and his or her caregiver, be professional, and determine solutions that work for all involved. Creative solutions might include providing a wheelchair or walker to someone who has trouble walking, or providing a picture board or notepad to someone with a hearing impairment. These types of supplies are provided in the Disaster Response Units.

The American Red Cross has developed an online training entitled “Serving People with Functional and Access Needs in Shelters”. For more information on this free training, please contact your District School’s EOC representative or Collier County Emergency Management.

Emergency Medical Services will most likely not be staged at every shelter, but will be in the general area and able to respond to calls before the onset of strong winds. For a medical emergency dial 911 as you normally would.

In addition, the Department of Health is responsible for managing our Special Needs Shelter for pre-registered clients with medical needs. Those with Special Medical Needs should work with Collier County Emergency Management prior to a disaster to register for this shelter.

### **XIII. Shelter Security**

When shelter decisions are made, Collier County Emergency Management will work in coordination with and notify the Collier County Sheriff's Office in a timely manner. When each shelter is opened, Sheriff's Office deputies will be assigned to each facility. CCSO role at the shelter is to provide a safe and secure environment for shelter residents and staff and to be a visible presence at each Registration Desk.

Deputies will assist with registration by confirming that shelter residents do not have a criminal record that would preclude them from staying in a shelter environment.

See Attachment 13: Collier County Board of County Commissioners, County Ordinance No. 2007-37 Temporary Emergency Shelters Regarding Sexual Predators and Sexual Offenders

Additional law enforcement/security support should be coordinated through the EOC as needed and requested by shelter managers.

### **XIV. Feeding/Nourishment**

Collier County School District – Nutrition Services is the primary food service agency at shelters.

See Attachment 4: Memo from the Department of Nutrition Services, Collier County School District.

As soon as possible prior to a land-fall, Collier County Emergency Management will advise Nutrition Services on the possible need to open shelters. As appropriate, Nutrition Services will contact their vendors and coordinate delivery of product to the shelter sites.

Each shelter resident will receive water and a small breakfast, lunch and dinner. Cafeteria Managers and staff from Nutrition Services have been assigned to all schools that have been designated as potential shelter sites. Once shelter openings are announced, these individuals will report to their cafeterias.

County staff and other shelter workers should assist in feeding and clean up as required. The Shelter Manager will keep in close contact with the County Emergency Operations Center and report any food/water shortages or issues as soon as possible. Special care should be taken to track the number of meals served.

Feeding at the Pet-Friendly shelter at North Collier Regional Park will be handled by the American Red Cross.

Feeding at the Emergency Worker Family Shelter at Calusa Park Elementary and EOC Worker Childcare facility at the South Regional Library will be handled by Collier County Facilities Management.

## **XV. Communications**

Of utmost importance is the ability to effectively communicate before, during and after a tropical event. Shelter staff must be able to reach out and communicate with the County Emergency Operations Center to report concerns, problems or to request additional support.

Redundant means of shelter communications include:

- Landline phones at shelter locations
- Landline phones at the EOC
- Cell/mobile phones utilized by shelter managers, staff, facility managers, EOC staff, etc...
- Collier County Schools portable radio system (Base station also in EOC radio room)
- Collier County Emergency Management shelter radios located in each Disaster Response Unit (Also available in the EOC).
- CCSO and EMS radio channels.
- Day to day communication techniques such as email can be utilized but could be rendered inoperable due to service interruptions. Staff working in shelters may not have regular access to email.

These various means of communication are to be included in any Shelter related training and exercised prior to each hurricane season.

Collier County Emergency Management can also loan out 800 mhz radios during shelter activations to Shelter Team leadership (School District, American Red Cross, Civil Air Patrol).

## **XVI. Generator Support to Shelters**

Three Collier County schools have full generator backup:

- Palmetto Ridge High School (Special Needs and General Population Shelter)
- Immokalee High School
- Immokalee Middle School

Other shelters have backup power limited primarily to emergency lighting and systems.

Collier County Facilities Management will provide technical support staff to Palmetto Ridge High School during a shelter activation to ensure efficient generator operations. Prior to an event, the School District will ensure operation of the generator and maintain a full tank of gas. During a sheltering event and after the event, Collier County Emergency Management will be responsible for re-filling gas tank.

Collier County Emergency Management will provide a backup 45kw generator to Palmetto Ridge High School.

Florida Department of Health – Collier County will provide a redundant backup generator to Palmetto Ridge High School.

Prior to an event, Collier County Emergency Management will order a 125kw generator for the South Regional Library child care facility (8065 Lely Cultural Pkwy Naples, FL 34113). Collier County Facilities Management will connect and operate this generator as needed. This building is primarily used for childcare for EOC workers.

Collier County Emergency Management will also provide a rental 125kw generator for the North Collier Regional Park Pet Friendly Shelter.

## **XVII. Transportation/Evacuation Assistance**

Collier Area Transit (CAT), as a support agency to ESF-1, provides transportation services in advance of a tropical event by implementing their CAT Emergency Evacuation Operations Plan.

Incorporated by reference: 2013 Collier Area Transit Emergency Evacuation Operations Plan.

Traffic movement during evacuations will be controlled by use of Collier Area Transit designated bus routes. Bus destination signs will read Emergency/Evacuation Service. Fares will be suspended and buses will deviate to the nearest shelter along the bus route in order to transport citizens to the shelter. Additional pick-up points can and/or will be established as needed.

Note: Collier Area Transit buses and Paratransit buses will cease operations once the wind speeds reach a sustained 35-40mph.

CAT/Alternative Transportation Modes staff will be present at the Emergency Operations Center when activated to ensure coordination and communication with other county agencies and to provide additional resources as needed.

## **XVIII. Special Needs Shelter**

Florida Department of Health – Collier County is responsible for the planning and operation of the Special Needs Shelter. Additionally, Collier County Emergency Management maintains the “Special Needs Registry” that lists those who have registered as needing special medical assistance and transportation to the shelter.

Incorporated by reference: Florida Department of Health – Collier County Special Needs Shelter Plan

Collier County Emergency Management will coordinate an effort to recruit and assign county employees to assist with setup of the Special Needs Shelter prior to its opening.

Collier County Facilities Management will provide a dedicated electrician to this shelter to assist with generator operations.

## **XIX. Disaster Response Units (DRUs)**

Collier County equips and maintains a number of Disaster Response Unit trailers, or DRUs. These trailers are stocked with supplies necessary to open and staff emergency shelters.

Those supporting the shelter logistics operation will work with other shelter staff to manage resources contained in the Collier County Emergency Management Disaster Response Units or DRUs. The DRUs are logistical supply trailers that contain items such as sleeping mats and cots, small generators, portable air conditioning units, first aid kits, blankets, green vests for shelter workers and many other items. Each DRU is set up the same way and contains the same supplies. Pending availability, shelters that are opened will each receive one DRU. Most of these DRUs will be pre-positioned at schools before the peak of hurricane season. When a storm threatens and shelters are opened, the DRUs will be moved from

their locations in the school parking lots, to a strategic location closer to the actual shelter building. The DRUs will be put into position by Collier County Emergency Management, Parks and Recreation, Fire Departments or available School District Staff. Each DRU has a combination lock on it for security purposes. If the code is not known by anyone in the shelter, it can be found by calling the District Schools desk in the County Emergency Operations Center.

Once ready to remove supplies from the DRU, it will be up to shelter staff to determine what to provide to those residing in the shelter. Again, citizens are encouraged to bring their own supplies to shelters and care should be given to distribute DRU materials to those who need them most. Supplies in the DRUs are not enough to provide to each and every shelter resident. As the shelter begins to demobilize, we ask that you assist in keeping accountability of the supplies to the extent possible and utilize the services of volunteer evacuees to properly fold and stack the cots for ease of re-loading back into the DRU.

See Attachment 14: Disaster Response Unit layout and supply listing

In addition to Collier County DRUs, the State of Florida's Division of Emergency Management has placed a tractor trailer in the County EOC parking lot. This tractor trailer contains Mass Care and shelter supplies primarily to support post-disaster response operations and be a "first push" of resources to our county or other counties in Southwest Florida. Collier County Emergency Management has signed a Memorandum of Understanding with the Florida Division of Emergency Management detailing the agreement and tractor trailer maintenance.

See Attachment 15: State FNSS Trailer Memorandum of Understanding and Inventory List

## **XX. Hurricane Evacuation Pet Friendly Shelter**

Collier County Parks & Recreation and Domestic Animal Services (DAS) are responsible for planning and operating the hurricane evacuation pet shelter.

There is currently only one (1) location for a hurricane evacuation pet shelter: North Collier Regional Park – 15000 Livingston Road Naples, FL 34119.

There is limited capacity at this shelter therefore pre-registration is required. Clients must pre-register with Collier Count Domestic Animal Services and this shelter is primarily for pets and their owners. Pet owners are expected to bring pet supplies and their own supplies to the shelter.

Collier County Parks and Recreation and Domestic Animal Services will provide staff to support the shelter, both for pets (DAS) and people. American Red Cross will support feeding mission (of humans) at this shelter.

Other Collier County BCC staff can also be called upon to support this shelter as shelter staff.

## **XXI. Documentation and Finance**

Each agency should take special care to document all efforts related to emergency sheltering. If a Presidential Disaster Declaration is granted for the disaster, many costs associated with emergency sheltering efforts are reimbursable by the Federal Emergency Management Agency (FEMA).

During sheltering operations, all agencies should carefully document the following:

- Shelter staff hours
- Shelter staff locations
- Specific activities of shelter staff
- Any meals and/or snacks served and locations where served

In addition to tracking shelter staff time and activities, shelter staff trainings include instructions on documenting all shelter residents as well.

See Attachment 16: Shelter Resident Registration Form

See Attachment 17: Shelter Staff Sign-In Sheet

See Attachment 18: Shelter Staff Activity Log (ICS-214)

## **XXII. Training for Shelter Staff**

Training and orientation for shelter staff is offered by Collier County Emergency Management at any time of the year – on the request of any partner agency. This training has been developed by Emergency Management staff in coordination with other agencies and includes an overview of all aspects of shelter management and operations. This training is offered multiples times each year prior to the start of each hurricane season.

In addition to training offered by Collier County Emergency Management, the American Red Cross offers in depth training on shelter management and operations and can be taken through the local American Red Cross chapter.

Finally, Collier County Emergency Management has produced a training DVD entitled Virtual Basic Shelter Operations 101. This DVD is approximately 45 minutes in length and covers main topics related to operating a shelter in Collier County. Contact Collier County Emergency Management for any shelter training needs.

Incorporate by reference: DVD Virtual Basic Shelter Operations 101

## **XXIII. Points of Contact**

POC List will be developed from sign-in sheets at each pre-hurricane season Emergency Shelter Operations Roundtable and attached to this plan each year.

## **XXIV. SOG Maintenance**

This Standard Operating Guide (SOG) will be maintained and housed within Collier County Emergency Management. Prior to each Hurricane Season, the appropriate emergency management staff person will ensure accuracy and thoroughness of this SOG and will distribute it to stakeholders prior to the yearly pre-hurricane season Emergency Shelter Operations Roundtable

At the Roundtable (and prior via email), partner agencies will review this document and recommend changes or additions, then signify their approval on behalf of their agency.