UNIFIED SAN DIEGO COUNTY
EMERGENCY SERVICES ORGANIZATION
OPERATIONAL AREA EMERGENCY PLAN

ANNEX G

CARE AND SHELTER OPERATIONS

September 2006

UNIFIED SAN DIEGO COUNTY EMERGENCY SERVICES ORGANIZATION

OPERATIONAL AREA EMERGENCY PLAN

ACKNOWLEDGEMENTS

ANNEX G

CARE AND SHELTER OPERATIONS

American Red Cross San Diego/Imperial Counties Chapter
Jeffrey C. Wiemann, Chief Executive Officer, American Red Cross
Andy McKellar, Manager of Disaster Response, American Red Cross

San Diego County Health & Human Services Agency (HHSA)
Jean Shepard, HHSA, Director
Dale Fleming, HHSA, Deputy Director
Carol Judkins, HHSA, Chief Public Health Nurse
Victoria Buholz, HHSA, Public Health Nurse
Michael Cargal, HHSA
Jeri Bonesteele, HHSA, EMS Division
Patrick K. Buttron, HHSA, EMS Division
Linda Cannon, HHSA, Behavioral Health Services

San Diego County Office of Education
Bill Carpenter, Office of Education

Operational Area Plan Review Committee

Deputy Fire Chief Monica Orton, San Diego City Fire Department
Fire Chief David Burk, La Mesa Fire Department
Deputy Chief Dismas Abelman, Solana Beach Fire Department
Fire Chief Vic Reed, Escondido Fire Department
Division Chief Alan Nowakowski, Coronado Fire Department

Office of Emergency Services Principal Planners and Staff

Paul Olsen, Emergency Services Coordinator
Stasia Place, Emergency Services Coordinator

UNIFIED SAN DIEGO COUNTY EMERGENCY SERVICES ORGANIZATION

ANNEX G

CARE AND SHELTER OPERATIONS

Page

I. GENERAL 1
A. Introduction 1
B. Objectives 1
C. American Red Cross 1
D. Concept of Operations 1
E. Activation and Termination 2
II. ORGANIZATION 2
III. ROLES AND RESPONSIBILITIES 3
A. All Affected Agencies and Organizations 3
B. American Red Cross, San Diego/Imperial Counties Chapter 3
C. County Health and Human Services Agency or City Department assigned the Care and Shelter Coordination Responsibility 5
D. San Diego County Public Health Nursing 6
E. Care and Shelter Subcommittee of the Unified Disaster Council 7
F. Health and Human Services Agency, Behavioral Health Services 7
G. Public School Districts 7
H. San Diego County Office of Education 7
I. Office of Emergency Services (OES) 7
J. Law Enforcement 8
K. County of San Diego Department of Animal Services 8
L. Clinical Disaster Workers/Medical Reserve Corps 8
IV. FUNCTIONS 8
A. Notification 8
B. Communications 8
C. Administration of Mass Care 10
D. First Aid and Health Services 10
E. Resources and Support 10
F. Records and Reports 10
G. Closing Shelters 11
H. Individual Assistance to Disaster Victims 11
I. Disaster Welfare Information 11
ATTACHMENT A Care and Shelter Subcommittee 12
ATTACHMENT B Care and Shelter Coordinators 13
ATTACHMENT C UNDERSTANDING BETWEEN USDCESO AND ARC 14
ATTACHMENT D MOU between ARC and State DSS 16
ATTACHMENT E Statement of Operational Relationship between ARC and State OES 19
APPENDIX G-1 Emergency Action Checklist 26
APPENDIX G-2 Emergency Action Checklist 27

ANNEX G

CARE AND SHELTER OPERATIONS

I. GENERAL

A. Introduction

This Annex describes the organizational and operational policies and procedures required to meet the food, clothing, shelter, immediate psychological needs and first aid care of people on a mass care basis during natural disasters, technological incidents, nuclear or other defense emergencies and human caused disasters (whether intentional or unintentional). It also cites authorities and specifies the public and private organizations responsible for providing mass care and welfare inquiry services.

B. Objectives

The overall objectives of care and shelter operations are to:

- Provide food, clothing, shelter, crisis counseling, and other basic necessities of life on a mass care basis to persons unable to provide for themselves as a result of a disaster.
- Provide an inquiry service to reunite separated families or respond to inquiries from relatives and friends outside the affected areas.
- Assure an orderly transition from mass care, to separate family living, to post-disaster recovery.

C. American Red Cross

The American Red Cross (ARC), as mandated by Federal Law 36-USC-3 and reaffirmed in Public Law 93-288 (Federal Disaster Relief Act of 1974), provides disaster relief in peacetime.

D. Concept of Operations

1. Peacetime Emergencies

Peacetime emergency operations differ from possible nuclear or other defense emergencies in that the level of magnitude of even a catastrophic disaster would be much less than in a crisis relocation or attack situation. In peacetime disasters, the Red Cross will provide the bulk of mass care services. Schools, public buildings and churches will provide facilities for most of the shelters. The San Diego County Health and Human Services Agency (HHSA) will assist the Red Cross in providing mass care.
See also: Attachment to Statement of Operational Relationships between the

American Red Cross and the California Office of Emergency Services (OES) (Attachment E), and the Understanding between the Unified San Diego County Emergency Services Organization and the San Diego/Imperial Counties Chapter of the American Red Cross (Attachment C), regarding wartime agreements.

E. Activation and Termination

1. Activation Conditions

This Annex is activated when there exists a real or potential emergency situation in which Mass Care is required.

2. Activation Authority

Activation of this Annex shall be by the direction of:

a. The County's Chief Administrative Officer (CAO), or a designated Assistant CAO, in the capacity of Director of the Unincorporated area, or as Operational Area Coordinator of the Unified San Diego County Emergency Services Organization; or

b. The Director of HHSA, County of San Diego; or

c. The Director, San Diego County Office of Emergency Services (OES); or

d. The Incident Commander; or

e. The Emergency Services Director or the designee of any jurisdiction signatory to the Emergency Services Agreement; or

f. The Manager of Response, or designee, American Red Cross, San Diego/Imperial Counties Chapter.

3. Termination

Termination of this Annex shall take place after the announcement to secure from the disaster situation, normal phase-down and deactivation operations have been completed, and the care and shelter provider indicates no further need for this Annex to be activated.

II. ORGANIZATION

Table G-1 below gives an overview of the governmental and quasi-governmental care and shelter organization. The responsibilities at each level are described in Section III, Roles and Responsibilities.

TABLE G-1

STATEWIDE CARE AND SHELTER ORGANIZATION

LEVEL	TITLE	DESIGNEE
American Red Cross San Diego/Imperial Counties Chapter	Manager of Disaster Response	Designee per American Red Cross Disaster Plan
Cities (Emergency Services Agreement signatories)	City Care and Shelter Coordinator	Local Designee per American Red Cross Disaster Plan
Unincorporated Areas of the County	County Care and Shelter Coordinator	Director, San Diego County Health and Human Services Agency
Operational Area (San Diego County)	Operational Area Care and Shelter Coordinator	Director, San Diego County Health and Human Services Agency
Mutual Aid (Region VI)	Mutual Aid Region Care and Shelter Coordinator	State Director, Department of Health and Human Services, Regional Administrator
State of California	State Care and Shelter Director	Director, State Department of Health and Human Services

* The American Red Cross, as mandated by Federal Law 36-USC-3 and reaffirmed in Public Law 93-288 (Federal Disaster Relief Act of 1974), acts cooperatively with state and local governments and other private relief organizations to provide disaster relief in peacetime.

III. ROLES AND RESPONSIBILITIES

A. All Affected Agencies and Organizations

1. Prepare Standard Operating Procedures (SOP) for response to Care and Shelter Operations, including a system for automatic personnel reporting and disaster assignment.

2. Train personnel and alternates.

3. Each city shall designate a representative for the Care and Shelter Subcommittee of the Unified Disaster Council. Maintain an active liaison with the Care and Shelter Subcommittee of the Unified Disaster Council.

B. American Red Cross, San Diego/Imperial Counties Chapter

1. Develop, maintain, and test Care and Shelter Operations plans for the Operational Area in conjunction with HHSA and the Care and Shelter Subcommittee of the Unified Disaster Council.

2. Co-chair the Care and Shelter Subcommittee of the Unified Disaster Council

3. During an emergency or proclaimed disaster, provide:

    a. Emergency lodging in a mass care facility for disaster victims in public or private buildings.

    b. Food for persons in emergency mass care facilities.

    c. Individual services: as needed, a means to purchase new clothing, temporary housing, possible assistance with rent and security deposit, medication and health needs and occupational supplies.

    d. Physical Health Services: provide support to persons who have disaster-related or disaster-aggravated health needs. Assist clients in the procurement of prescribed medications lost in the disaster. Provide financial assistance as needed for medications and medical-related items. Provide minor first aid treatment of patients. Disaster Health workers do not provide treatment for pre-existing injuries or provide medical diagnosis.

    e. Crisis Counseling Services: provide behavioral health-related services and secure resources to meet the crisis counseling needs of people affected by the disaster. Provide emergency and preventive crisis counseling services to people affected by disaster. This includes methods to cope with disaster, crisis intervention and referral services to meet behavioral health-related problems. Disaster crisis counselors do not provide diagnosis, long-term therapy, or prescribe/administer medications.

    f. Food for disaster workers if normal commercial feeding facilities are not available.

    g. Disaster Welfare Information System.

    h. Liaison personnel to the Operational Area EOC and/or to the Incident Command Post.

    i. Coordinate with the Logistics Section to ensure the transportation of evacuees to and from shelter facilities.

4. Coordinate the activities of San Diego/Imperial Counties Voluntary Organizations Active in Disaster (SDIVOAD) providing mass care assistance.

5. Provide Mass Care training.

6. Distribute appropriate bulk supplies of cleaning and comfort items.

7. Provide liaison to the Department of Animal Services (DAS).

8. Assist the DAS with coordinating and providing care and management of animals brought to Red Cross Mass Care Shelters.

9. Request assistance from neighboring Red Cross Chapters if needed.

C. County Health and Human Services Agency or City Department assigned the Care and Shelter Coordination Responsibility

1. Coordinate local government support to the Red Cross in peacetime emergency or disaster Care and Shelter Operations.

2. Co-chair the Care and Shelter Subcommittee of the Unified Disaster Council.

3. Coordinate resource and mutual aid requests between the Red Cross and other government departments or agencies.

4. During an emergency or proclaimed disaster the Director or the County Health and Human Services Agency, or designee, shall report to the Operational Area EOC and serve as the Care and Shelter Branch Coordinator.

5. During an emergency or proclaimed disaster HHSA shall:

   a. Ensure specialized services are provided as required for the special needs population groups including the aged and disabled.

   b. Assist the Red Cross in the coordination with the Logistics Section to ensure the transportation of evacuees to and from shelter facilities.

   c. Assist with communications as needed, to establish required communication between the Operational Area EOC, Red Cross Disaster Operations Center, and other locations. OES and the Sheriff's Department may be called upon for assistance.

   d. Continue to provide essential public assistance services.

   e. Provide trained personnel to Mass Care Shelters as available and upon request of the Red Cross. The County HHSA will coordinate the provision of County government personnel to the Red Cross.

   f. Provide care for unaccompanied minors.

6. Should an unpredictable delay occur in the Red Cross' response upon initial notification, or should the catastrophic nature of the event prevent the Red Cross from responding in a timely fashion to meet the immediate needs of all disaster victims, be prepared to provide care and shelter to disaster victims until the Red Cross is able to fulfill that responsibility.

7. Should the County HHSA or local jurisdiction open shelters or otherwise incur costs not previously approved by the Red Cross, such costs will be borne by the County

or local jurisdictions, as applicable. In the event that a group of citizens or a community organization opens a shelter without Red Cross, County HHSA or local jurisdiction approval, that entity will assume financial responsibility for the shelter.

8. Ensure that an adequate number of HHSA personnel are trained in Red Cross Mass Care and/or Emergency Assistance to Families.

9. Develop, maintain, and test Care and Shelter Operations plans for the Operational Area in conjunction with the Red Cross and Care and Shelter Subcommittee.

D. San Diego County Public Health Nursing

When requested by the Red Cross, and available,

1. Administer first aid following Red Cross protocols for minor illness and injury.

2. Perform health assessments of incoming residents to ensure that persons with health problems are identified and a plan developed to meet their individual needs.

3. Monitor persons with special health concerns such as chronic diseases and pregnancy.

4. Assist the shelter manager with maintaining the shelter in a manner that protects the residents from contracting communicable diseases common in group living situations.

5. Provide linkages to crisis counseling services and provide support to evacuees.

6. Monitor food preparation and distribution to ensure that protection from food-borne diseases is assured.

7. Assist all shelter residents who are in need of general health education and advice.

8. Provide skilled guidance to parents regarding the special needs of their children following a major traumatic event.

9. Assist shelter residents with special care needs such as replacing lost medications and medical appliances.

10. Provide referrals to other local, county and State agencies that provide medical and social services.

11. Assist with acquiring additional staffing of trained nurses and health care providers by providing status reports to the Public Health Nursing Management representative at the HHSA Departmental Operations Center.

E. Care and Shelter Subcommittee of the Unified Disaster Council

1. Develop, maintain, and test Care and Shelter Operations plans for the Operational Area in conjunction with Red Cross and the HHSA.

2. Delineate criterion and method of justification for activation of this Annex.

3. Collaborate all Mass Care activities with Red Cross.

4. Review and update Care and Shelter Annex as needed.

F. Health and Human Services Agency, Behavioral Health Services

Provide crisis counseling at identified sites as requested, per Annex M, Behavioral Health Operations. Collaborate with community partners to extend services as necessary.

G. Public School Districts

1. Collaborate with the Red Cross and/or the HHSA in the post-incident designation of facilities for use as Mass Care Shelters.

2. Enter into written agreement with the Red Cross concerning the use of facilities and each year provide an updated 24-hour emergency contact for each facility.

3. Insure that building maintenance, and if required, food service personnel are provided in those facilities opened as Mass Care Shelters.

   (Reference Section 40041.5 of the Education Code, concerning the granting of school facilities for "mass care and welfare shelters during disasters or other emergencies affecting the public health and welfare.")

H. San Diego County Office of Education

1. Assist School Districts in the development of Standard Operating Procedures to facilitate "furnishing and maintaining such services as the governing board may deem necessary to meet the needs of the community." (Reference: Section 40041.5, Education Code).

2. Annually provide two copies of the directory of schools and school districts in San Diego County to both the Office of Emergency Services and the local American Red Cross.

I. Office of Emergency Services (OES)

1. Support the Red Cross, HHSA, and School Districts in the coordination and planning activities of the Care and Shelter Subcommittee of the Unified Disaster Council.

2. Activate and manage the Operational Area EOC.

J. Law Enforcement

Law Enforcement agencies will ensure that security and traffic control are provided at shelters as required.

K. County of San Diego Department of Animal Services

1. Coordinate with the Red Cross to ensure care for pets brought to shelters as required.

2. Provide referrals to evacuees for animal services and resources.

3. Assist with lost and found inquiries.

L. Clinical Disaster Workers/Medical Reserve Corps

It is the policy of the County of San Diego, Health and Human Services Agency, that upon the orders of the Public Health Officer, the Medical/Health Branch Manager at the EOC, or the EMS Duty Officer through the EMS/HHSA MOC, will activate Clinical Disaster Service Workers (CDSW) volunteers during an event in which local established clinical resources are exceeded. Clinical Disaster Service Workers/Medical Reserve Corps Volunteers will provide medical support to shelters as needed and as available.

IV. FUNCTIONS

A. Notification

Responsibility for notifying the Red Cross of an incident requiring Care and Shelter Operations rests with the Incident Commander/Scene Manager of the agency in charge at the scene of the incident. Procedures for alerting and notifying the Red Cross are incorporated in departmental Standing Operating Procedures. Each department with potential for being Incident Commander/Scene Manager establishes procedures for notifying the Red Cross during emergency and disaster situations.

Notification shall consist of access to the Incident/Scene Commander for current situation intelligence, including human resource and information needs and ongoing updates. This information should include incident type, Command Post locations, Incident Commander/Scene Commander's name, number of persons affected, estimated duration, communications frequencies in use and specific requests of Red Cross.

Notification can also be initiated by the Office of Emergency Services. This would most likely occur during an incident in the unincorporated area in situations such as flooding, in which an Incident Command structure may or may not be in place.

B. Communications

1. General

Communications in support of Care and Shelter Operations are primarily based on Red Cross requirements. The Red Cross has a limited communications capability by radio. The preferred method of communications is to utilize the available technology infrastructure (i.e. Land-line, Cellular, internet, ...).

2. Radio Communications Systems for Red Cross Support

a. Red Cross Disaster Radio

A single-frequency (47.42 MHZ) low-VHF system, common to all National Red Cross Chapters. Base units are installed at Red Cross Headquarters and the Office of Emergency Services (for San Diego County Operational Area EOC). A limited number of Red Cross vehicles are also equipped. This system would be used extensively by vehicles sent from other chapters. The use of this system is limited by the Federal Communications Commission (FCC) rules and regulations.

b. Amateur Radio

The local chapter has a communications team made up of Amateur Radio licensed volunteers and staff that are trained in emergency communications protocols and Red Cross policies and procedures. In the event the local resources are exhausted, a Memorandum of Understanding between the American Red Cross and the American Radio Relay League (ARRL) provides for the use of amateur radio operators in support of the Red Cross during disasters. In the San Diego County Operational Area this is accomplished through the ARRL-sponsored Amateur Radio Emergency Service (ARES). Amateur radio operators cannot be used for the normal every-day conduct of business, and they cannot be paid for their services at any time.

Amateur radio has considerable flexibility with the option of selecting any of a number of frequency bands (HF, VHF, and UHF) and frequencies to suit the situation. Many operators are equipped with mobile and hand-held VHF and UHF units. Base units can be installed at key locations. VHF and UHF repeaters extend distances.

Amateur radio frequency assignments are dependent upon the nature, size and location of the disaster as well as other emergency requirements throughout the San Diego County Operational Area. Frequency assignments will be made by the local chapter's Response Technology Manager in coordination with the ARES Emergency Coordinators to suit the situation. The use of this system is limited by the FCC rules and regulations.

c. Satellite Communication

The American Red Cross has a portable satellite terminal, which can be transported to a disaster area. This can provide communications from the

disaster to outside agencies via an interconnection with the commercial telephone system.

C. Administration of Mass Care

Red Cross administrative responsibility and financial control are inseparable. In assuming responsibility for relief, therefore, the Red Cross requires that all funds used by it in extending relief shall be expended in accordance with its established policies, regulations and procedures. Jurisdictions opening shelters or otherwise extending relief to victims of disaster without Red Cross concurrence will assume all financial responsibility for such relief.

With cooperation from the local Care and Shelter Coordinator or designee, the Red Cross will determine where mass care facilities will be needed and which facilities are usable.

The Red Cross will initiate shelter openings, assign shelter staff, and request that the opening of Red Cross shelters and mass feeding centers be announced through the Emergency Alert System (EAS) or other established public information channels.

D. First Aid and Health Services

Health Services and basic emergency First Aid will be provided in all Red Cross shelters by Red Cross Disaster Health Services. In the shelters, the task of Disaster Health Services is to promote health, to prevent disease, to treat minor illnesses and injuries, and to refer for care the seriously ill and injured. Disaster Health Services provides first aid teams supervised by a registered nurse under the direction of a physician.

San Diego County HHSA, Behavioral Health Services will be available to provide crisis counseling at identified sites, if requested (refer to Annex M).

The Health and Human Services Agency will provide Clinical Disaster Service Workers/ Medical Reserve Corps Volunteers to provide medical support as needed and as available.

E. Resources and Support

Red Cross will request assistance from the Care and Shelter Coordinator(s) as required. This could include requesting trained personnel, emergency services support, or assistance in securing supplies.

The Red Cross will coordinate the mass care services of other volunteer emergency welfare agencies (i.e., San Diego Voluntary Organizations Active in Disaster, church groups, Volunteer San Diego, 211-San Diego and other service agencies).

F. Records and Reports

The Red Cross is responsible for the maintenance of Mass Care records, including the number of shelter occupants, their names, ages, pre-disaster addresses, dates of arrival and departure, and their post disaster addresses. Shelter managers submit daily statistical reports to the Red Cross job headquarters. As requested by the Care and Shelter

Coordinator, Red Cross will share statistics on care and shelter operations which do not violate their client confidentiality requirements.

G. Closing Shelters

Red Cross shelters will remain open until victims can return to their own homes, make their own arrangements for shelter, or until some alternate plan is made for them.

H. Individual Assistance to Disaster Victims

The Red Cross will offer Emergency Assistance to Families to include provision of those items of verified need that are essential to enable family members to resume living as a family unit rather than in congregate groups. The exception to this is the Red Cross role in the National Response Plan when Mass Care will be the primary focus of the agency.

I. Disaster Welfare Information

When inquiries are received from the public regarding the welfare of disaster victims, the Red Cross will activate the Disaster Welfare Information System. In some instances, depending on the magnitude of the disaster, the Red Cross may declare a moratorium on these welfare inquiries to concentrate immediate attention on the needs of disaster victims.

ATTACHMENT A

SAN DIEGO COUNTY CARE AND SHELTER SUBCOMMITTEE OF THE UNIFIED DISASTER COUNCIL

Agency Representatives

American Red Cross

County Health and Human Services Agency

County Office of Emergency Services

County Office of Education

County Behavioral Health Services

County Fire Coordinator

County Law Coordinator

Public Health Services

City Care and Shelter Coordinators (18)

ATTACHMENT B

SAN DIEGO COUNTY CARE AND SHELTER COORDINATORS

City	Title of Designee
Carlsbad	•
Chula Vista	•
Coronado	•
County of San Diego	Director, Health and Human Services Agency
Del Mar	•
El Cajon	•
Encinitas	•
Escondido	•
Imperial Beach	•
La Mesa	•
Lemon Grove	•
National City	•
Oceanside	•
Poway	•
City of San Diego	•
San Marcos	•
Santee	•
Solana Beach	•
Vista	•

- To be identified by the local Jurisdiction

ATTACHMENT C

UNDERSTANDING BETWEEN

THE UNIFIED SAN DIEGO COUNTY EMERGENCY SERVICES ORGANIZATION

AND THE

SAN DIEGO COUNTY CHAPTER OF THE AMERICAN RED CROSS

PURPOSE

This understanding defines the cooperative relationship existing between the San Diego County Chapter of the American Red Cross and the Unified San Diego County Emergency Services Organization in preparing for and dealing with disasters and other emergency situations. It is designed to implement, at a local level, those agreements reached at federal and state levels between the American Red Cross, the Defense Civil Preparedness Agency, and the State of California Office of Emergency Services.

RECOGNITION

The San Diego County Chapter of the American Red Cross (hereinafter referred to as Red Cross) recognizes the Unified San Diego County Emergency Services Organization as a special purpose body created by mutual agreement between and among the County of San Diego and the cities in the county, to perform extraordinary functions for both city and county governments in planning for and during the time of disaster.

The Unified San Diego County Emergency Services Organization recognizes Red Cross as a volunteer disaster relief agency chartered by Congress through which the American people extend assistance to individuals and families affected by disaster. The Red Cross does not assume responsibility for government functions but supports the work of government authorities in alleviating the results of disaster.

COOPERATION AND COORDINATION

Red Cross and the Unified San Diego County Emergency Services Organization responsibilities in natural disasters have a close relationship. In order to achieve effective operations, avoid duplication of effort, and to ensure that all disaster needs are met, it is essential that the employment of all available resources be coordinated.

Therefore, it is agreed that:

1. Cooperative arrangements for planning, exchange of information and continuing liaison regarding preparedness for disaster operations will be maintained. Upon activation of the emergency plan, Red Cross will provide liaison personnel at the Primary Decision Center, field operations center (assistance center), and such other disaster operational headquarters as may be designated.

2. During natural disasters, the Red Cross will carry out its responsibilities in coordination with the Unified San Diego County Emergency Services Organization. Special emphasis will be placed upon Mass Care Service with mutual selection, staffing and equipping of congregate care facilities. Additionally, Red Cross will assist the Medical and Health Service, to the extent practicable, in the handling of mass casualties and the selection, staffing and equipping of Emergency Aid Stations.

3. Regardless of responsibility, whenever there is suffering and want from any cause, and basic human needs are not being met, Red Cross will participate in community action in extending relief.

4. Although Red Cross responsibilities in civil disturbance and war-caused disaster are clearly defined, Red Cross will incorporate its activities, to the extent possible, and continue to serve as a component of the Unified San Diego County Emergency Services Organization with administrative and financial responsibility resting with the local government.

SIGNATORY

COUNTY OF SAN DIEGO

By: Asst. Clerk of the Board of Supervisors

Approved by the Board of Supervisors of the County of San Diego
APR 10 1979 #14
Clerk of the Board of Supervisors

APPROVED AS TO FORM AND LEGALITY
COUNTY COUNSEL
DEPUTY

Disaster Chairman,
San Diego County Chapter
American Red Cross

APR 10 1979
Date approved

Chairman,
San Diego County Chapter
American Red Cross

APR 10 1979
Date approved

ATTACHMENT D

MEMORANDUM OF UNDERSTANDING BETWEEN THE AMERICAN NATIONAL RED CROSS AND THE STATE OF CALIFORNIA DEPARTMENT OF SOCIAL SERVICES

I. PURPOSE

A. To recognize the respective roles and responsibilities of the American National Red Cross (herein referred to as the ANRC) and the State of California Department of Social Services (herein referred to as the DSS) in disaster preparedness planning and operations for natural and war related disasters, nuclear accidents, other emergencies, and civil disorders;

B. To serve as a basis for mutual understanding and collaboration by which the resources of the ANRC and the DSS can be most effectively brought to bear for the relief of all persons affected by the above-mentioned types of disasters;

C. To reaffirm that the ANRC and the DSS will discharge their respective responsibilities as described in the State of California Emergency Plan and as the ANRC is mandated to do by Congressional Charter and described in the Statement of Operational Relationships between the ANRC and the California State Office of Emergency Services (herein referred to as the OES); and

D. To recommend working relationships between Red Cross chapters and county welfare departments.

II. LEGAL BASIS FOR OPERATIONAL RELATIONSHIPS

A. The ANRC is mandated by Federal law as defined in 36 USC-5 to undertake activities for the purpose of mitigating the suffering caused by natural disasters and other emergencies. The ANRC does not have the power to surrender the mandate created by its charter. This responsibility has been restated in the Federal Disaster Relief Act of 1974 (Public Law 93-288) and is recognized in the Statement of Operational Relationships between the ANRC and the California Office of Emergency Services.

B. DSS and state government responsibilities derive from the California Emergency Services Act, the California Emergency Plan and Administrative Order 79-35.

III. ROLE OF THE ANRC

A. In all natural disasters and other emergencies the ANRC provides relief assistance in accordance with its established policy, procedures, and guidelines and as described in the Statement of Operational Relationships between ANRC and OES.

B. The ANRC response in disasters does not require a governmental declaration of any type. Regardless of the size of the disaster or the number of families affected, all assistance will be provided on a uniform basis. All ANRC assistance to disaster victims is an outright gift. No payment is ever required or requested and no ANRC supplies are ever sold.

C. In time of major disasters or other emergencies, ANRC recognizes DSS as a resource for staff whose skills are readily adaptable to ANRC relief assistance programs.

D. ANRC will provide training for state and local DSS staff who may be assigned to ANRC operations.

E. In time of disaster ANRC will provide transportation and maintenance to DSS staff assigned to ANRC operations when duties are performed away from their local jurisdiction.

F. The ANRC may act for or in behalf of local, State or Federal government disaster assistance programs on a purchase of services or other mutually acceptable reimbursable basis.

IV. ROLE OF THE DEPARTMENT OF SOCIAL SERVICES

A. The DSS recognizes that in time of natural disasters the ANRC has the primary responsibility for meeting urgent and emergency needs of disaster victims by providing food, clothing, shelter in congregate care or other facilities, welfare registration and inquiry, and other basic elements for human comfort and survival.

B. DSS will coordinate the capability of all county welfare departments to respond to disasters of all types as outlined in state legislation and will coordinate support from other state agencies.

C. DSS will continue to provide usual public assistance services during a disaster situation or a declared emergency.

D. DSS will provide needed staff, as available, to assist ANRC in disaster operations. DSS staff may also be given time off to participate in ANRC training courses. Staff salaries and benefits will be provided by DSS in both preparedness training and operational assignments of DSS staff.

E. The provision of Emergency Welfare Services falls within the authority of state supervised-county administered public Social Services. In the event of an officially declared state of emergency, and pursuant to the rules and regulations of the California Emergency Council, all state, regional and local government employees will become disaster workers; duties may include support of the American National Red Cross.

F. The DSS will work with the ANRC in time of disaster in the coordination of other private agencies.

V. ADMINISTRATIVE AND FINANCIAL CONTROLS

A. It is basic ANRC policy that administrative and financial control of its disaster related services cannot be delegated or assumed by others (as per ARC 3000 Series). Individuals and organizations, including government, cannot represent ANRC without prior agreement with and approval by ANRC.

VI. OTHER FUNCTIONAL UNDERSTANDINGS

A. The ANRC has agreements with a number of United States Government agencies, including the U.S. Department of Defense, for the obtaining and shipment of essential equipment and personnel to supplement emergency operations.

B. The ANRC may enter into contracts with public and private agencies, on a reimbursable basis, to provide ANRC support in rendering assistance to victims in emergency situations (e.g., Repatriation of Refugees).

C. The ANRC will support, to the best of its ability, State and Federal efforts to alleviate suffering in war-caused disaster situations.

VII. OTHER PROVISIONS

A. This Memorandum of Understanding shall become effective on date of signature below and shall remain in effect until 30 days after either party gives notice to the other party that it desires to terminate or modify the agreement.

B. This Memorandum of Understanding does not supersede or replace the existing Statement of Operational Relationships between ANRC and the OES dated October 26, 1979.

APPROVED October 29, 1982

Gilbert R. Tills, Manager
Western Field Office, ANRC
Burlingame, California

APPROVED October 18, 1982

Marion J. Woods, Director
Department of Social Services
State of California

ATTACHMENT E
STATEMENT OF OPERATIONAL RELATIONSHIPS
BETWEEN THE
AMERICAN RED CROSS AND
CALIFORNIA OFFICE OF EMERGENCY SERVICES
(This statement supersedes all previous agreements.)

I. PURPOSE

This statement will:

A. Outline the natural disaster program of the American Red Cross and the Office of Emergency Services, which coordinates the emergency activities of all state agencies;

B. Show the relationship between the Office of Emergency Services (OES) and the American Red Cross (ARC) in conducting these programs;

C. Recommend working relationships between Red Cross chapters and local emergency (civil defense and disaster) organizations* for natural disasters; and

D. Include an attachment defining ARC activities for war disaster and civil disturbance. (This information is treated separately because of distinct legal and operational differences.)

II. LEGAL BASIS FOR OPERATIONAL RELATIONSHIPS

A. The OES, local government, and ARC are among the several agencies having statutory responsibilities in connection with natural disasters.

B. Red Cross responsibilities derive from Public Law 4 (33 Stats. 599).

C. The OES and local government responsibilities derive from the California Emergency Services Act and related codes, ordinances, resolutions, agreements, and plans.

D. Nothing contained in the California Emergency Services Act is construed to alter the ARC statutory obligations.

III. BASIS FOR AGREEMENTS CONCERNING NATURAL DISASTERS

A. ARC and OES responsibilities in natural disaster have a close relationship. Therefore, ARC Western Field Office and the Red Cross California divisions and chapters will plan and act in unison with the OES, the emergency plans of the state and local governments, pertinent federal statutes, and this agreement.

***The term "civil defense" connotes government response to an emergency. References throughout this statement to state and local civil defense are synonymous with state and local governments.**

B. This unified action denotes coordination between government and the Red Cross but does not impose any administrative authority or fiscal control by government or its emergency organizations over the Red Cross organizations, its policies, volunteers or employees.

IV. RED CROSS PROGRAM IN NATURAL DISASTER

In accordance with the foregoing statements, the ARC will provide and finance services to meet human needs in natural disaster. Specifically, these services, extended on a grant basis, are listed and explained in paragraphs A and B below

A. In Non-presidentially declared disasters the services consist of:

1. Emergency Congregate Care (frequently termed Mass Care) which includes the:

   a. Provision of emergency lodging for disaster victims in public or private buildings available for congregate care occupancy.

   b. Provision of food and clothing for persons in emergency congregate care facilities.

   c. Provision of food for disaster workers if normal commercial feeding facilities are not available.

   d. Provision of welfare inquiry service.

   e. Provision of blood and blood derivatives to hospitals and clinics for treatment of persons ill or injured as a result of a disaster.

   f. Provision of medical and nursing care in Red Cross shelters and operational facilities.

2. Emergency Individual Assistance, which is given on the basis of uniform guidelines and procedures to individuals and families having urgent and verified disaster-caused needs, and which include funding for:

   a. Food and clothing for disaster victims on an individual basis.

   b. Rental of temporary housing; comfort and toilet articles; fare for payment of commercial transportation or the operation of personally owned vehicles; cleaning and laundry supplies; and other basic necessities.

   c. Minor emergency home repairs essential to making home habitable.

   d. Essential items of household furnishings such as bedding, towels, linens, table and chairs, repair/replacement of stoves, refrigerators, washing machines, and mattresses, springs and bed frames.

e. Emergency medical assistance, such as replacement of eyeglasses, dentures, prescriptions, etc.

f. Essential occupational supplies and equipment.

3. Additional Assistance which is given after the emergency period, is based on individual application and is designed to help families or individuals effect part or all of their recovery when they lack sufficient resources (which include the ability to borrow from commercial or government agencies or arrange credit buying). This program, based on need, not loss, includes the following types of assistance:

a. Food, clothing and maintenance.

b. Construction, purchase or repair of owner-occupied homes.

c. Extended medical and nursing care.

d. Household furnishings.

e. Occupational supplies and equipment.

B. In presidentially declared major disasters - The Red Cross programs may be modified according to the availability of certain government benefits. The potential modifications are as follows:

1. During the emergency phase the federal disaster program of food stamps, unemployment insurance, mini home repairs, short-term rental and mortgage payments may be rapidly available, reducing to some extent the need for all Red Cross emergency assistance described in paragraph A,2 above.

2. During the long-range recovery phase, the additional needs of disaster victims, described in paragraph A,3, may be met by state and federal disaster assistance programs provided by the Disaster Relief Act of 1974 (Public Law 93-288). The Red Cross gives or augments additional assistance only when a victim's total recovery needs cannot be met through the combined resources of state and federal assistance programs.

V. STATE AND LOCAL GOVERNMENT RESPONSIBILITIES IN NATURAL DISASTERS

State and local governments have inherent and statutory responsibilities in mitigating the effects of natural disaster. The more important of these responsibilities are as follows:

A. Disseminating of danger warnings.

B. Designation of dangerous areas.

C. Ordered evacuation from endangered areas.

D. Law enforcement.

E. Fire suppression.

F. Light and heavy rescue operations.

G. Safeguards to public health and sanitation.

H. Identification and disposition of the dead, including the operation of temporary morgues.

I. Institutional care for the sick, aged, and orphaned.

J. Repair and restoration of public facilities and buildings.

K. Debris removal from public property.

L. Salvage of unclaimed property.

M. Arrangements with federal agencies for assistance under federal disaster relief programs.

VI. COORDINATION OF HEALTH, MEDICAL AND WELFARE PROGRAMS

A. Public Health and Sanitation

1. Government is responsible for public health and sanitation. Public health authorities should arrange health inspection and sanitation controls in Red Cross shelters.

B. Medical Care of Disaster Victims

1. The primary responsibility for the care of ill and injured disaster victims is vested in local emergency organizations by reason of disaster ordinances and plans. The Red Cross will supplement medical requirements when local resources and additional mutual aid resources are exhausted. The supplementation may be as follows:

    a. The recruitment of nurses to augment hospital staffs.
    b. The assignment of nurses to hospitals for individual bedside care of disaster victims.
    c. The establishment of first-aid stations.

C. Welfare Programs

1. The Red Cross considers tax source benefits provided by state and local welfare departments (and other state and federal agencies) for disaster victims as resources, and the Red Cross will not duplicate or underwrite these programs.

VII. NATURAL DISASTER OPERATING PRINCIPLES

A. Financing

A Red Cross principle is that its administrative and fiscal controls are inseparable. Therefore, the Red Cross does not assume costs for commitments made by other agencies or organizations.

B. Personnel

1. In some instances, individuals represent both government disaster organizations and Red Cross Disaster Committees. Dual representation is inadvisable because of conflicting administrative and financial responsibilities.

2. When the ARC is incorporated into the disaster plans of the state or local governments or is asked by them for a specific disaster assignment, the Red Cross volunteers involved may be registered as disaster workers and thus become eligible for workmen's compensation benefits authorized by the California Emergency Services Act.

C. Supply

1. The Red Cross does not stockpile large quantities of supplies for disaster preparedness. Its requirements are met by purchase, rental, or borrowing. The Red Cross will assume fiscal responsibility for loss, damage, or destruction of all equipment under its operational control, unless otherwise agreed to by the vendor of loaned or rented property.

2. The ARC has an agreement with the Department of Defense and the Coast Guard for obtaining military supplies, equipment and personnel to supplement its disaster activities and is financially liable for certain services, and for loss, damage, or destruction of borrowed material. Therefore any government or private agency request for military assistance, including air or surface transportation for accumulation of used clothing and other commodities, should not be channeled through the Red Cross.

D. Communications and Liaison

1. The ARC will provide liaison personnel at OES state headquarters, affected mutual aid regional offices, and the civil defense and disaster operations headquarters of affected local governments, to the extent necessary to carry out the terms of this agreement.

2. The ARC will furnish or authorize the use of the communications necessary to effective liaison.

E. Disaster Declaration

The ARC response to disasters does not require a declaration of any type. Therefore Red

Cross divisions and chapters will act in numerous situations which constituted government may not consider sufficiently severe to proclaim the existence of a disaster. When minor disasters occur wherein only a few families are affected and the local chapter cannot finance relief costs, the National organization will provide funding for relief assistance.

Approved: Oct 26 1979

Gilbert R. Tills, Manager
Western Field Office, ARC
Burlingame, California

Approved: October 26, 1979

Alex R. Cunningham, Director
Office of Emergency Services
State of California

Attachment to

STATEMENT OF OPERATIONAL RELATIONSHIPS

BETWEEN THE

AMERICAN RED CROSS AND THE OFFICE OF EMERGENCY SERVICES

Red Cross - Civil Defense Relationships in War Disaster

The only Red Cross legal responsibility in war is to represent the United States Government under the Geneva Conventions and conduct certain functions related to the military establishment. The Red Cross corporation has no legal civil defense responsibilities. However, because of certain agreements with the Federal Emergency Management Agency, the Red Cross will assist to the extent of its ability in certain programs for non-military defense.

By decision of Chapter Boards of Directors, Red Cross Chapter Disaster Committees in California may, if incorporated into the civil defense plans of political subdivisions, serve as a component of civil defense to assist with mass care operations in providing for food, clothing, and lodging. The civil defense organization is administratively and financially responsible for all actions. Red Cross persons volunteering for this program may be covered for workmen's compensation benefits for civil defense workers under certain conditions, if prescribed by the California Labor Code, provided they register with an accredited disaster council and subscribe to the loyalty oath.

Red Cross chapters, during war-caused disaster, must retain identity, permitting the organization to carry out its federal responsibilities required by its Congressional Charter. Chapter resources not needed for these responsibilities will be made available to civil defense.

RED CROSS POSITION IN SITUATIONS CAUSED BY CIVIL DISORDER

When there is suffering and want resulting from civil disorder and fundamental human needs are not being met, Red Cross chapters, with the support of the National organization, will participate in community actions in supplementing the effort of the responsible civil authorities in extending emergency services and relief to the victims of such disturbances.

In carrying out the above policy, the Red Cross serves as a participating agency and does not undertake the sole relief responsibility. It is expected that constituted government will, by pre-planning, assume direction of relief activities and will assign the various aspects of relief work to community welfare agencies, including the Red Cross. It is further expected that government will have plans to finance any relief measures undertaken.

APPENDIX G-1
CARE AND SHELTER COORDINATOR
EMERGENCY ACTION CHECKLIST
FOR ALL CARE AND SHELTER EMERGENCIES

Action	Responsibility
Obtain briefing from Situation Analysis.	Jurisdiction Care and Shelter Coordinator
Establish contact with American Red Cross liaison.	Jurisdiction Care and Shelter Coordinator
Activate the Care and Shelter Operations Section.	Jurisdiction Care and Shelter Coordinator
Notify Coordinator of Operations section of the activation of Care and Shelter.	Jurisdiction Care and Shelter Coordinator
Identify service and support requirements for planned and expected operations.	Jurisdiction Care and Shelter Coordinator
Coordinate with Red Cross and process requests for additional resources.	Jurisdiction Care and Shelter Coordinator
Record all requests, activities, expenditures, damages and casualties connected with Care and Shelter Operations.	Jurisdiction Care and Shelter Coordinator
Provide input to and review of evacuation plans.	Jurisdiction Care and Shelter Coordinator
Coordinate with Red Cross to maintain list of victims and their locations.	Jurisdiction Care and Shelter Coordinator
Inform the Public Information Officer of current information. and have him/her pass information to Operational Area PIO.	Jurisdiction Care and Shelter Coordinator
Continue to reassess needs and disaster conditions and estimate future service and support requirements.	Jurisdiction Care and Shelter Coordinator
Assist in activating and staffing Disaster Application Centers.	Jurisdiction Care and Shelter Coordinator
Request assistance from the OES Mutual Aid Region VI Care and Shelter Coordinator, as required.	Jurisdiction Care and Shelter Coordinator/via Operational Area EOC

APPENDIX G-2
AMERICAN RED CROSS
CARE AND SHELTER OPERATIONS
EMERGENCY ACTION CHECKLIST
FOR ALL CARE AND SHELTER EMERGENCIES

Action	Responsibility
Coordinate operations with affected jurisdiction.	Government Liaison Officer
Determine number of evacuees who need emergency shelter.	Disaster Staff On-Call, ARC Liaison Officer, or Mass Care Officer
Determine if mass care facilities will be needed and which designated facilities are functional.	Disaster Staff On-Call, ARC Liaison Officer, or Mass Care Officer
Call up augmentation staff to provide personnel for shelter management and mass feeding.	Staffing Officer
Announce the opening of Red Cross Shelters and/or mass feeding centers.	Public Information Officer/ Government Liaison Officer
Announce the activation of mobile feeding units.	Public Information Officer/ Government Liaison Officer
Coordinate mass care service of other volunteer emergency welfare agencies (i.e. Salvation Army, church groups and other service agencies).	Voluntary Organizations Active in Disaster Officer/Mass Care Office
Obtain necessary food supplies, equipment, and other supplies to operate mass care shelters.	Logistics Supply Officer
Activate Shelter Registration and Disaster Welfare Inquiry Systems.	Inquiry Officer/Mass Care Officer
Evacuate and relocate any mass care shelter which may become endangered by any hazardous conditions.	Shelter Manager/Mass Care Officer
Prepare mass care activity reports, as required.	Shelter Manager or Mass Care Officer