

ANNEX G

Mass Care and Shelter Operations



Decorative Image

Operational Area Emergency Operations Plan SEPTEMBER 2026

Unified San Diego County Emergency Services Organization and County of San Diego

ACKNOWLEDGEMENTS

Staff and Principal Planners

Laura Caracciolo, Emergency Services Coordinator
County of San Diego Office of Emergency Services

Justyn Knutson, Public Health Nurse Supervisor
County of San Diego Public Health Services

San Diego County Access and Functional Needs
Work Group

Catherine Blaser, Public Health Nurse Supervisor
County of San Diego Public Health Services

ANNEX G – TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
GENERAL	1
INTRODUCTION.....	1
PURPOSE.....	1
SCOPE.....	1
Whole Community Approach	2
AUTHORITIES AND REFERENCES.....	2
FEDERAL.....	2
STATE.....	3
LOCAL	3
ASSUMPTIONS.....	3
CONCEPT OF OPERATIONS	5
MASS CARE OPERATIONS	6
SHELTERING	6
Standard Sheltering Procedures	6
FEEDING	8
Feeding Operations.....	8
Food Source Options	10
BULK DISTRIBUTION	10
Bulk Distribution Operations.....	10
Points of Distribution	11
HUMAN SERVICES.....	12
FAMILY REUNIFICATION	12
SUPPORT FOR INDIVIDUALS WITH DISABILITIES AND OTHERS WITH ACCESS AND FUNCTIONAL NEEDS.....	12
RESPONSE ORGANIZATION AND STRUCTURE.....	13
CARE AND SHELTER BRANCH.....	13
CARE AND SHELTER BRANCH ACTIVITIES	13
CARE AND SHELTER BRANCH FUNCTIONAL UNITS	14
Care and Shelter EOC-Level Functional Units.....	14
EXTERNAL COORDINATION WITH STATE AND FEDERAL PARTNERS.....	16
State.....	16
Federal.....	17
ROLES AND RESPONSIBILITIES	17
COUNTY OF SAN DIEGO – HEALTH AND HUMAN SERVICES AGENCY.....	17
AMERICAN RED CROSS OF SOUTHERN CALIFORNIA REGION	18
OTHER COUNTY OF SAN DIEGO OFFICES.....	19
Office of Emergency Services.....	19
Public Health Services	19
Behavioral Health Services	20
Aging and Independence Services	20
Department of Human Resources.....	20
Department of Environmental Health and Quality.....	20
General Services.....	21
Animal Services	21

SAN DIEGO GAS & ELECTRIC (SDG&E)	21
SCHOOL DISTRICTS	21
PRIVATE SECTOR.....	21
SUPPORTING STATE AGENCIES	21
California Governor's Office of Emergency Services	21
California Department of Social Services.....	22
FEDERAL EMERGENCY MANAGEMENT AGENCY	22
NOTIFICATION AND ACTIVATION	22
NOTIFICATION.....	22
ACTIVATION.....	22
RESPONSE ACTIONS	23
STEP 1: ESTABLISH THE OA EOC CARE AND SHELTER BRANCH	23
STEP 2: GATHER AND ANALYZE INFORMATION.....	23
STEP 3: OBTAIN AND DEPLOY RESOURCES	24
STEP 4: COORDINATE RESPONSE.....	24
STEP 5: CONTINUE TO MONITOR, TRACK, AND INFORM	25
DEACTIVATION	26
ATTACHMENT 1 – TYPES OF SHELTERING SITES	27
SPONTANEOUS SHELTERS.....	27
OUTDOOR SHELTERING.....	28
HOUSEHOLD PET SHELTERS	28
OTHER.....	28
ATTACHMENT 2 – POTENTIAL SHELTER FACILITIES.....	29
ATTACHMENT 3 – MASS CARE AND SHELTER RESOURCES	30
PERSONNEL.....	30
EQUIPMENT AND SUPPLIES.....	30
ATTACHMENT 4 – SPONTANEOUS SHELTER ASSESSMENT.....	32
ATTACHMENT 5 – ACRONYM LIST	33

EXECUTIVE SUMMARY

This annex defines the role of the Office of Emergency Services (OES), the Health and Human Services Agency (HHSA) and the American Red Cross (ARC) in providing mass care and shelter. In San Diego County (County), mass care and shelter services may be provided by a combination of any one of the following agencies: ARC, local municipalities, community-based organizations and/or other community partners. This annex addresses the following areas:

- Identifies the County lead departments for mass care and shelter readiness, planning, and coordination.
- Identifies options for providing mass care and shelter services to those impacted during a disaster.
- Identifies the roles and responsibilities of each partner agency involved in care and shelter operations.
- Provides guidance regarding possible resources for meeting the needs of people with disabilities and other access and functional needs.

GENERAL

INTRODUCTION

The function of mass care and shelter is to provide relief to people temporarily displaced by natural, technological or human-caused emergencies or disasters. This annex outlines the County Operational Area's (OA) planned response for mass care and shelter associated with large-scale disasters. This annex includes information regarding general mass care and shelter, which includes providing for individuals with disabilities and others with access and functional needs, as well as feeding and human services. The intent of this annex is to create a framework for a mass care and shelter event within existing statutory obligations and limitations. This annex does not apply to normal day-to-day operations, rather, it focuses on large-scale, catastrophic events that can generate unique situations.

PURPOSE

The purpose of this annex is to define the framework for how the County OA will address the sheltering, feeding, and human service needs of people affected by a disaster.

SCOPE

This Mass Care and Shelter Operations Annex details the organization, responsibilities, and concept of operations for response and recovery functions during a potential, imminent, or proclaimed emergency.

It provides a structure in which to effectively direct, manage, and control the following activities:

- **Mass Care and Shelter:** the provision of shelter, feeding, and distribution of needed items and related services to people affected by a large-scale incident.
- **Human Services:** the provision of very basic supplemental services to support the personal and/or immediate recovery needs of individuals affected by disaster. Attention is focused on people, who because of age, health, disability, language, socioeconomic status, or medical condition may need additional assistance to benefit from the mass care services described above. Effective service delivery requires coordination with non-governmental organizations.

The County OA model for shelter operations is integrated and inclusive. Shelter services are provided to displaced individuals regardless of nationality, race, religious beliefs, class, complex medical needs, disability, political opinions, and gender identities. The County will use shelter facilities that are ADA-compliant or can be made compliant through modification, showers and restrooms will be fully accessible to all occupants. Additionally, as part of shelter operations, the County will address the needs of individuals with disabilities and others with access and functional needs, which includes individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking, older adults, children, people living in institutionalized settings, or those who are low-income, homeless, or transportation disadvantaged, including, but not limited to, those who are dependent on public transit or those who are pregnant.

Following a large-scale disaster event there will be a transition from mass care emergency services identified above to longer term recovery services and programs. This “recovery support” includes both government assistance and the more sustainable (i.e., ongoing) efforts that evolve from community-based organizations.

This annex aligns with federal Emergency Support Function #6 – Mass Care, Emergency Assistance, Temporary Housing and Human Services (ESF #6) and with the State of California Emergency Plan Emergency Function 6 (EF 6) – Care and Shelter. Some aspects of ESF #6 and EF 6 are not included in this annex, as they are responsibilities of partner organizations.

Whole Community Approach

The County OA is committed to achieving and fostering an emergency management system that uses a Whole Community Approach and is fully inclusive of individual needs and circumstances. For further details on the Whole Community Approach to emergency management and the integration of inclusive emergency management practices, refer to the Basic Plan.

AUTHORITIES AND REFERENCES

FEDERAL

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, as amended
- Post-Katrina Emergency Management Reform Act of 2006
- Pets Evacuation and Transportation Standards Act of 2006

-
- Americans With Disabilities Act of 1990, as amended
 - Rehabilitation Act of 1973, as amended
 - National Response Framework, 2016
 - National Incident Management System (NIMS)
 - Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters (FEMA)

STATE

- California Emergency Services Act, California Government Code § 8550-8668
- Health and Safety Code § 34070
- Standardized Emergency Management System (SEMS)
- California Government Code § 8593.3 (2016) – Accessibility to Emergency Information and Services
- California Government Code § 8593.10 – Accommodation of Persons with Pets

LOCAL

- “Understanding Between the Unified San Diego County Emergency Services Organization and the San Diego County Chapter of the American Red Cross.” April 10, 1979.

ASSUMPTIONS

- The Office of Emergency Services (OES) is the department of primary responsibility for mass care and shelter coordination and readiness. This includes the assignment of a designated Emergency Services Coordinator who possesses expertise in the area of mass care and sheltering operations and who ensures the currency of all operational plans and policies associated with mass care and shelter. OES is also responsible for requisite education and training to ensure operational readiness.
- The County Health and Human Services Agency (HHSA) is the agency with primary responsibility for overall coordination of mass care and shelter operations in the OA during an OA Emergency Operations Center (EOC) activation. This coordination includes site selection, shelter opening and closing, and managing available resources for shelter sites. It also includes communicating and coordinating with site managers and monitoring service delivery to ensure that shelters are providing a safe environment for displaced residents that meets both their basic and functional needs.
- Alternative temporary congregate sheltering options should be accessible and located within reasonable proximity to evacuated areas.
- The Deputy Chief Administrative Officer for the HHSA or designee will appoint a Care and Shelter Branch Coordinator to coordinate mass care and shelter activities in the OA EOC.
- The American Red Cross (ARC) will serve as the principal organization responsible for operating mass care and shelter facilities in coordination with the County and incorporated cities. An agreement exists between the Unified San Diego County Emergency Services Organization and the ARC for the coordination of mass care and shelter operations.

-
- When two or more jurisdictions within the OA have sheltering needs, the Incident Commander/Unified Command will coordinate sheltering efforts through the OA EOC Care and Shelter Branch.
 - The ARC serves as the lead organization for developing potential shelter sites within the OA. The County and incorporated cities have generally adopted ARC sheltering principles and practices as the standard for all shelter operations within the OA, regardless of whether the shelter is operated by the ARC, County, or an incorporated city. To augment ARC capabilities, the County and many incorporated cities within the OA train employees and volunteers to manage and operate shelters.
 - Licensed care facilities, including, but not limited to, Skilled Nursing Facilities, Residential Care Facilities for the Elderly, and Adult Residential Facilities, must develop plans to relocate their clients to like-facilities that can provide a similar level of care.
 - It is anticipated that approximately 3-5% of an evacuated population may seek shelter at a mass care facility. The majority of evacuees will stay with friends/family, move out of the area, or stay in hotels. Communities historically and currently suffering from inequalities and inequities may have a greater need based on availability of personal resources.
 - Information on shelter locations and available resources will be disseminated to the public through multiple communication channels, including local media, 2-1-1 San Diego, the AlertSanDiego website, AlertSanDiego App, social media, Genasys Protect App, and the Partner Relay Network.
 - Some communities, including residents of tribal lands, may experience geographic, transportation, cultural, or infrastructure barriers that affect awareness of or access to mass care resources. The County will coordinate with tribal governments or organizations to share information regarding the availability and location of mass care resources such as food, potable water, supplies, fuel, and medical support.
 - Evacuees in shelters will be provided with accessible public information concerning the disaster through multiple modalities.
 - Culturally appropriate accommodations should be incorporated into County-operated shelters to meet the needs of diverse populations, including tribal communities.
 - A percentage of those seeking shelter may need transportation from impact areas to mass care and shelter facilities. Some may also need transportation to and from medical appointments, to pick up medications, or from one shelter to another.
 - Individuals with disabilities, older adults, and people with Access and Functional Needs (AFN) should be equally served and integrated within the general population area of shelters. A 25% planning factor for individuals with disabilities, older adults, and others with an AFN should be considered for shelter planning purposes.
 - Individuals with acute or chronic health care needs are best supported in medical facilities equipped to provide the necessary level of care for both them and their caregivers. However, such individuals may arrive at shelters and will require adequate support until they can be safely transferred to a suitable facility.
 - Generally, service delivery sites (shelters, fixed feeding sites, etc.) will meet ADA guidelines. Temporary modifications may be necessary to meet these guidelines.
 - In many cases, temporary evacuation points (TEP), as opposed to shelters, will be sufficient. Temporary evacuation points may provide information and canteen services, but do not provide overnight accommodations, thus requiring significantly less staffing and resources.

- In a case where local shelter capacity is insufficient, the OA EOC will coordinate with the State Department of Social Services (DSS) concerning the coordination of sufficient shelter locations for evacuees and will make efforts to ensure jurisdictions receiving evacuees from an impacted area agree to accept these individuals prior to relocation. Coordination regarding any federal support will be through the OA and the State.
- Evacuees may choose to camp out, sleep in cars, or stay close to their property, rather than go to a shelter. These individuals may still have needs and expectations for disaster assistance from the government.
- In the immediate days after a major disaster, community-based organizations and houses of worship may emerge to provide mass care and shelter support independent of local government. The challenge will be in coordinating and supporting their activities.
- In most emergencies, temporary congregate shelters will generally not operate for more than a week. However, under significant or rare circumstances, non-congregate sheltering may be required until rental assistance and permanent housing resources become available. In that case, the OA EOC Care and Shelter Branch may work with local, state, and federal partners to transition to non-congregate sheltering. This may include placement into hotels/motels, specialized shelters, or other accessible facilities that provide enhanced privacy, medical support, and necessary accommodations for individuals with disabilities and others with access and functional needs that may not be feasible in a temporary congregate shelter. In most cases, non-congregate sheltering will generally not operate for more than 30 days unless expressly permitted by the State or Federal agencies.

CONCEPT OF OPERATIONS

The Mass Care and Shelter Annex will be utilized by the County OA during any disaster event that requires a coordinated response to mass care and human services support. Procedures pertaining to this function are consistent with the National Incident Management System (NIMS), Standardized Emergency Management System (SEMS), and the Incident Command System (ICS).



This Concept of Operations will outline the following mass care and shelter elements:

- Mass Care Operations
 - Sheltering
 - Feeding
 - Distribution of Emergency Supplies
- Human Services
- Response Organization and Structure
- Roles and Responsibilities

- Notification and Activation Procedures
- Response Actions
- Deactivation Procedures

MASS CARE OPERATIONS

According to ESF #6, mass care operations are divided into three areas:

- **Sheltering:** Establishing operations which includes selecting shelter sites that maximize accessibility for individuals with disabilities and others with access and functional needs.
- **Feeding:** Coordinating operations which includes procurement, preparation, distribution, and warehousing. May include the use of fixed sites and mobile feeding units.
- **Distribution of Emergency Supplies:** Distributing emergency relief items to meet urgent needs, which may include food, water, or other commodities.

SHELTERING

Standard Sheltering Procedures

Initial Activities

During a large event affecting the unincorporated area or more than one jurisdiction and requiring multiple shelter sites, coordination of shelter facility selection and operations will occur at the OA EOC, in coordination with the ARC, affected incorporated cities, and relevant partner organizations/agencies that may own/operate the facilities, such as school districts. Shelter sites will be selected from the ARC National Shelter System (NSS) based on the assumption that the public will want to be sheltered as close as possible to their neighborhood. Once a site is selected, the shelter will generally be opened and managed by the ARC, with support from the County and affected incorporated cities.

Following a major disaster that displaces a large segment of the population or in certain other situations impacting a large number of the volunteer workforce, ARC may not initially have adequate local resources to operate all the required shelter sites. Until such time as they are able to mobilize their national response system (normally 5-7 days), County personnel can augment their capabilities by staffing and operating necessary service delivery sites, utilizing Disaster Service Workers (DSWs), Medical Reserve Corp (MRC) volunteers, and mutual aid resources, if necessary. Many incorporated cities within the OA also have trained employees and volunteers who may staff and operate shelters, should the need arise. Once the ARC national disaster response program is fully mobilized, the ARC will generally assume the lead role for most shelter management functions with the County providing overall coordination and support.



Shelter Operations

In order to ensure consistent service delivery and a smooth transition in shelter management, incorporated jurisdictions within the OA generally follow mass care standards, guidelines, and procedures set forth by the ARC. Therefore, whether shelter sites are opened and operated by the ARC, the County, or incorporated cities, they should operate according to the same set of principles.

Shelter sites managed by ARC personnel will report directly to the ARC Liaison in the OA EOC Care and Shelter Branch. Shelter sites managed by County personnel will report directly to the OA EOC Care and Shelter Branch, while sites managed by city personnel will report directly to their local EOC.

In general, a shelter is considered an ARC shelter site only when it is formally operated under the authority or agreement of the ARC. In such cases, the ARC assumes both the liability and cost of the shelter operations. Moreover, the main resource supply stream will come through the ARC. The presence of ARC-trained personnel from other entities (CERT or other volunteer organizations) does not, by itself, establish ARC responsibility for the shelter site's operations. Typically, the ARC will do a pre-occupancy inspection of the facility with the facility manager before it is turned over for ARC use. Based on the pre-occupancy inspection and a Shelter Agreement between the facility and ARC, reimbursement for facility damage will generally be honored by the ARC.

The following shelter support functions may be provided:

ARC Support

- Shelter managers and operations staff
- Health services (as defined by ARC protocols)
- Mental health services (given available disaster mental health service resources)
- Meal, snack, and beverage service
- Operational supplies (cots and blankets, hygiene kits, signage, etc.)
- Site security and traffic control
- Sanitation facilities (i.e., portable toilets, showers, hand washing stations)
- Support for individuals with disabilities and others with access and functional needs
- Shelter resident transition
- Communications support
- Disaster spiritual care support

County Support

The County will provide the following support to the unincorporated area. An incorporated city unable to meet the following sheltering service delivery needs may request County assistance:

- Access to County-owned facilities/sites for use as shelters or other service delivery functions
- Post-disaster structural assessment of shelter sites
- Assistance with staffing or managing shelters
- Support with health, and behavioral health services
- Operational supplies (cots and blankets, hygiene kits, signage, etc.)
- Site security and traffic control

-
- Sanitation facilities (i.e., portable toilets, showers, hand washing stations)
 - Support for individuals with disabilities and others with access and functional needs
 - Transportation resources, including paratransit
 - Shelter resident transition referrals or resources
 - Household pet sheltering and support
 - Communications support
 - Chaplain Corps services

City Support (incorporated area):

- Access to city-owned facilities/sites for use as shelters or other service delivery functions
- Post-disaster structural assessment of shelter sites
- Assistance with staffing or managing shelters
- Operational supplies (cots and blankets, hygiene kits, signage, etc.)
- Site security and traffic control
- Sanitation facilities (i.e., portable toilets, showers, hand washing stations)
- Support for individuals with disabilities and others with access and functional needs
- Transportation resources, including paratransit
- Housing relocation assistance for shelter residents
- Household pet sheltering and support
- Communications support

Shelter Supply System

Logistical support requirements for sheltering events can generally be resolved at the local level. Resources to support operations may come from the ARC, County, incorporated cities, partner organizations, or through pre-identified local vendors and service providers.

Between the combined resources of the ARC, County, and incorporated cities, there are enough stored supplies in the OA to accommodate people in shelters for most events (this includes cots, blankets, comfort/hygiene kits, etc.). During a catastrophic event, it may be necessary to request resources from outside the OA through established mutual aid systems.

Typically, the agency responsible for operating a shelter site has primary responsibility for establishing the logistical support system for the location. If a critical resource is not available through those established channels, and is unable to be procured by the agency responsible, a resource request can be submitted to the OA EOC. If the County determines that a requested resource is not available in the OA, the County will consider requesting resources through the State and federal mutual aid system. See [Attachment 3](#) for a sample list of shelter supplies.

FEEDING

Feeding Operations

As soon as possible, feeding operations will need to be established to serve people in shelters. The scope of feeding operations will be determined by the situation. If the impacts of the incident are limited in scope and the utility systems and restaurant/retail food distribution networks are uninterrupted, feeding operations may be limited to providing meals, snacks,

and beverages at shelters or other service delivery sites. Typically, the ARC will work directly with their partners to prepare and deliver hot meals to shelters.

However, if the impacts of the disaster are widespread and/or include utility and/or private sector food distribution system disruptions, feeding operations may be extensive and involve some or all of the following activities:

- Fixed feeding at shelters and other service delivery sites.
- Fixed feeding sites strategically located in and around the impact area in facilities, such as community centers, churches, schools, or at existing non-governmental organization (NGO) congregate meal sites (for people not in shelters).
- Bulk distribution through Points of Distribution (POD) sites includes distribution of commodities, such as food and water, to meet urgent needs within the impacted area(s).
- Mobile feeding (hot food, beverages, and snack items) in the impacted area (ARC and The Salvation Army have mobile feeding units to supplement the efforts of fixed feeding facilities and assist individuals without reliable transportation to POD sites). Specialized delivery vehicles are assigned routes through impacted areas and, as they drive through these areas, food is distributed.
- Information on free or emergency food resources and POD locations will be disseminated to the public through multiple communication channels, including local media, 2-1-1 San Diego, the AlertSanDiego website, AlertSanDiego App, social media, [San Diego Food Bank Locator Map](#), [Feeding San Diego Free Food Distribution Map](#), and the Partner Relay Network.
- Distribution of packaged food (meals), water, and possibly some miscellaneous feeding support materials.
- Food banks or pantries exist throughout jurisdictions to support every, non-disaster feeding needs. Their products can be used to augment emergency feeding operations.
- Food options for feeding sites that accommodate people with restricted diets (no salt, sugar free, no potassium, gluten free, etc.).
- Distribution of allotments issued through the Disaster Supplemental Nutrition Assistance Program (D-SNAP).
- Under limited circumstances and with approval from the U.S. Department of Agriculture (USDA) Food and Nutrition Service (FNS), USDA foods used in other nutrition assistance programs, such as the The Emergency Food Assistance Program (TEFAP), can be used to provide a household disaster food distribution program. The USDA also purchases infant formula and infant foods to provide appropriate food for infants in disasters.

When a coordinated response is needed due to the limited capabilities of local agencies, the OA Feeding Taskforce (FTF) may be activated. The FTF will augment and support feeding operations so feeding capacity and scope of operation is sufficient to support feeding needs. The FTF consists of representatives from volunteer and private organizations active in disaster feeding; non-governmental organizations; private sector food distributors and retailers; private sector vendors and experts in kitchen management; County departments; local jurisdictions; and tribal governments or organizations.

Food Source Options

In catastrophic disasters, when utility, transportation, and/or other infrastructure (e.g., closed grocery stores or food outlets) are disrupted, feeding operations may initially rely on pre-prepared, packaged meals that are shelf-stable, such as meals-ready-to-eat (MRE), or commercial products such as “heater meals.” As utilities are restored, or when emergency field kitchens become available, feeding operations will shift from packaged meals to freshly prepared meals.

Local options for prepared food when utilities are functional may include:

- Local restaurants, hotels, and other commercial suppliers (where the ARC has existing agreements).
- Local non-profit agencies and schools with commercial kitchens.
- Catering companies (where the ARC has existing agreements).
- Large institutional kitchens that are affiliated with government agencies (such as jails, airports, universities).

Feeding options when utilities are disrupted may include:

- MREs stored at the Joint Forces Training Base in Los Alamitos are available through California Governor’s Office of Emergency Services (Cal OES).
- MREs and “heater meals” available from the ARC (2-3 day shipment time).
- Field kitchens available through The Salvation Army, ARC, Southern Baptist Disaster Relief, and through mutual aid requests to the State and federal governments (for preparation of hot meals when local kitchens are largely unavailable).

For further details about food assistance source options and distribution strategies, refer to the San Diego County Operational Area Multi-Agency Feeding Plan.

BULK DISTRIBUTION

Bulk Distribution Operations

Based on the severity of the event, the bulk distribution of emergency relief supplies is another service that can be activated to support disaster survivors. Bulk distribution programs are designed to provide individuals affected by disaster with access to supplies and materials that are life-sustaining (food and water), or support their recovery (cleanup supplies). Distribution programs also support the ability of people to continue to shelter-in-place at home versus evacuating to shelter sites for basic necessities. Distribution programs may be required when normal retail distribution systems have been disrupted.

The types of items and amounts that may need to be distributed are based on the situation and may include some of the following:

- Shelf stable food (MREs)
- Water (and containers for water)
- Limited amounts of ice (and ice chests)
- Tarps
- Blankets

- Clean-up kits

Agencies that normally establish distribution programs following large, presidentially-declared disasters include:

- American Red Cross
- FEMA
- The Salvation Army

There are other community agencies that have commodity distribution programs which operate on a day-to-day basis. The Jacobs & Cushman San Diego Food Bank and Feeding San Diego both have extensive food distribution networks in San Diego County and partner with food pantries in neighborhoods throughout the county. Food pantries in turn distribute food to local residents who need emergency food assistance. These agencies may expand their distribution programs to include individuals affected by a disaster.



Points of Distribution

Depending on the scope of damage and areas of the county most heavily impacted, additional fixed distribution points may need to be established at strategic locations (either close to or inside the impact area), where the public can come to receive supplies. The Federal Emergency Management Agency (FEMA) defines these sites as Points of Distribution (POD). POD sites are temporary local facilities at which commodities, such as shelf-stable meals, non-perishable food, ice, water, and other emergency needs, are distributed directly to disaster survivors. PODs will distribute commodities that FEMA and other relief entities provide to the impacted community. Staffing of POD sites will be coordinated with local and State partners to ensure the presence of security at POD sites. POD sites generally have these characteristics:

- Easy access to major streets
- Accessible parking
- Clear signage in multiple formats (visual, auditory, and language-accessible)
- Large open paved area to park trucks or semi-trailers and off-load supplies
- Traffic flow in and out of the site
- Potential for indoor storage

When selecting POD sites, they should be located near impacted neighborhoods to minimize travel distance for individuals with disabilities and others with access and functional needs, and individuals without reliable transportation.

In addition to POD sites, mobile supply distribution (where trucks travel through the impacted area and distribute items off the truck) allows relief supplies to reach people who lack the ability to come to POD sites. The POD and mobile supply distribution programs should offer appropriate food options for individuals with dietary restrictions, including infants and children, older adults, those with chronic conditions and disabilities, and those with religious, cultural, and lifestyle preferences. The POD and mobile supply distribution programs should

be scaled back or discontinued once access to normal retail outlets is restored (generally as soon as utilities are restored and roads are reopened), so as not to inhibit economic recovery of the private sector.

HUMAN SERVICES

FAMILY REUNIFICATION

To assist with reunification efforts, shelters may be equipped with technology (Wi-Fi, computers, tablets, etc.) to provide impacted individuals with access to communications systems that facilitate reunification. Some examples of websites that facilitate reunification are National Center for Missing and Exploited Children, Google Crisis Response, and Facebook Safety Check, among others.

SUPPORT FOR INDIVIDUALS WITH DISABILITIES AND OTHERS WITH ACCESS AND FUNCTIONAL NEEDS

As defined by California Government Code, “the access and functional needs population consists of individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking, older adults, children, people living in institutionalized settings, or those who are low income, homeless, or transportation disadvantaged, including, but not limited to, those who are dependent on public transit or those who are pregnant.”

Programs, services, and activities provided to residents of mass care and shelter facilities, to the maximum extent possible, will be accessible for individuals with disabilities and others with access and functional needs.

The following are some general guidelines for meeting these needs:

- Ensure the accessibility of disaster-related services, programs, and facilities are in compliance with Title II of the ADA, including accessible transportation to reach service delivery sites.
- Provide functional needs support services to enable individuals with disabilities and others with access and functional needs to maintain their usual level of independence, safety, and well-being in an integrated shelter environment.
- Engage County of San Diego Functional Assessment Service Team (FAST), County of San Diego Vulnerable Adult Shelter Assessment Teams (VASAT), American Red Cross Disability Integration Team, and/or representatives from local disability organizations to help assess and identify functional needs at service delivery sites;
- Obtain necessary durable medical equipment (accessible cots, transfer boards, walkers, portable ramps, etc.) and consumable medical supplies. The County maintains consumable medical supplies. Additional resources can be coordinated via the OA EOC;
- Assist shelter residents with basic care management which includes working with their primary care physicians and pharmacies to replace and refill prescription medications;
- Provide communications support, (TTY access, assistive listening devices, translation and interpretation services, etc.);
- Provide specific support services (behavioral health services, personal care assistance, space for service animals, etc.).

- Provide service animals and their owners with assistance and support, as needed, which may include access to accessible relief areas and food/water services.
- Provide ongoing support for people with acute or chronic health care needs who have evacuated to a shelter until they can be transitioned to a more appropriate setting. In cases where community residential programs or care facilities need to evacuate, it is best for individuals in those facilities to be placed in a like-facility that can provide a similar level of care.
- As soon as practicable, provide interpretation and translation assistance at service delivery sites so that non-English speaking people can convey needs and receive disaster information and services.
- Provide for the unique needs of people, including children, adults with children, pregnant people, people with disabilities, and older adults. This includes nutritious, age and culturally appropriate meals and snacks (including formula, bottles, etc.); dietary restrictions; age-appropriate health and behavioral health services; children's bathing and first aid supplies; diapers, sanitation wipes, and proper disposal receptacles; a private area for breastfeeding/lactation needs and quiet area for pregnant people; and systems that protect the safety of children (including monitoring play areas, etc.).
- Arrange for transportation services to transport individuals to and from shelter locations and to other service delivery sites, pharmacies, etc. Transportation options may include the use of bus, rail, and paratransit services.

RESPONSE ORGANIZATION AND STRUCTURE

CARE AND SHELTER BRANCH

In an event that requires the participation of multiple mass care and shelter partners, the County OA EOC becomes the coordination point for mass care and shelter operations. Depending on the scope of the event, participation from County departments may be requested. The following departments may send one or more representatives to the OA EOC to help with response coordination:

- Ethics, Compliance, and Labor Standards
- Aging & Independence Services
- Animal Services
- Behavioral Health Services
- Public Health Services

In addition, the ARC typically assigns a liaison to the OA EOC to serve as a communication link between the OA EOC and ARC mass care and shelter operations. The ARC Liaison has a seat in the Care and Shelter Branch in the OA EOC.

CARE AND SHELTER BRANCH ACTIVITIES

The general role of the Care and Shelter Branch is to coordinate support for mass care and shelter field activities. Successful delivery of mass care and shelter services requires close coordination with ARC operations and the operations of affected incorporated cities. Primary response activities of personnel staffing the Care and Shelter Branch include the following:

- Estimate the number and location of people who will require services (i.e., sheltering, feeding, or the distribution of relief supplies).

-
- Develop overall mass care and shelter service delivery plan.
 - Coordinate the identification and opening of shelters, feeding, bulk distribution, and other service delivery sites, and frequency and means of communications between the Care and Shelter Branch and the service delivery sites.
 - Develop initial resource requirement estimates needed to implement the service plan.
 - Determine resource availability among mass care and shelter support departments and agencies.
 - Request support services, such as post-disaster structural inspections, site security, transportation, or communications supplies.
 - Assign County staff to sites – ensure that worker health, safety, and security needs are met.
 - Establish communication with County-managed shelters and other shelters.
 - Coordinate resource requests for shelters (ARC-managed shelters make requests through ARC, and city-managed shelters make requests through their local EOC).
 - Liaison with ARC and partner agencies to establish feeding programs at shelter sites.
 - Arrange for the distribution of food, water, etc.
 - Establish physical and behavioral health services for people in shelters.
 - Coordinate with County Animal Services to co-shelter people with their pets at public shelters or co-locate household pet shelters nearby.
 - Work with community-based organizations that can support service delivery.
 - Collect and verify service delivery statistical information from shelters.
 - Provide technical support and guidance to field personnel.
 - Arrange support for people at shelters who require additional assistance, such as unaccompanied minors, people with disabilities, non-English speaking people, etc.
 - Coordinate site inspections with County of San Diego Department of Environmental Health and Quality.
 - Coordinate assembly and deployment of the Functional Assessment Service Team (FAST) and ensure dissemination of findings through the appropriate channels.
 - Identify need for policy level decisions and prepare recommendations for the Policy Group for resolution or approval.
 - Provide the OA EOC Operations Section Chief, Planning/Intelligence Section and Joint Information Center with action plan and situation status updates, including mass care and shelter information that may be shared with the public.
 - Facilitate the transition of displaced residents from shelters to interim housing, in coordination with partner agencies and Recovery personnel.

CARE AND SHELTER BRANCH FUNCTIONAL UNITS

Depending on the event and its needs, the OA EOC Care and Shelter Branch may activate and staff the following functional units and/or corresponding positions.

Care and Shelter EOC-Level Functional Units

Care and Shelter Branch Coordinator

The Care and Shelter Branch Coordinator will help with the overall coordination of shelter operations in the OA. This includes site selection, shelter opening and closing, and managing

available resources for shelter sites. It also includes communicating and coordinating with site managers, incorporated cities and the ARC and monitoring service delivery to ensure that shelters are providing a safe environment for displaced residents that meets both their basic and functional needs.

American Red Cross Liaison

Assigned by the local ARC, this position serves as the coordination point between the ARC and the OA EOC. This representative will assist with the coordination of sheltering, feeding operations, distribution of emergency supplies, and human services.

AFN Unit Leader

The AFN Unit Leader is responsible for assisting with planning for and implementing mass care and shelter operations related to individuals with disabilities and others with access and functional needs. The AFN Unit Leader will ensure that equipment and services are provided for individuals with disabilities and others with access and functional needs at various locations such as, shelter facilities, temporary evacuation points, reception and mass care centers, and/or charging station locations, as needed. Additionally, the AFN Unit Leader will ensure that equipment and services are focused on allowing people to maintain their health, support, safety, and independence.

Temporary Congregate Shelter Unit Leader

The County Temporary Congregate Shelter Unit Leader will be activated when it is necessary to activate the County of San Diego Temporary Congregate Shelter Team in support of shelter operations. This position coordinates all County Temporary Congregate Shelter Team activities, including the assignment and dispatch of members, managing information flow between the OA EOC and shelter sites, and supporting operational needs. The County Temporary Congregate Shelter Unit Leader will closely coordinate with the ARC and the OA EOC Care and Shelter Branch Coordinator.

Non-Congregate Sheltering Unit Leader

The Non-Congregate Sheltering (NCS) Unit Leader may be activated when it is necessary to support significant or rare circumstances and accommodate shelter residents requiring separation or specialized housing arrangements. This position coordinates all County NCS activities, including the assignment and dispatch of staff, managing information flow between the OA EOC and NCS sites, and supporting operational needs. The NCS Unit Leader will closely coordinate with the OA EOC Care and Shelter Branch Coordinator.

Feeding Taskforce Unit Leader

The Feeding Taskforce Unit Leader will be activated when it is necessary to coordinate disaster feeding operations in partnership with the ARC. Mass feeding requires coordination with a range of providers, including community and faith-based organizations, public service agencies, non-government organizations, and private sector vendors. The ARC will provide an assigned representative to liaise with the Feeding Taskforce Unit Leader and to coordinate feeding operations with local food providers.

Resource Requests and Availability

Mass care and shelter capacity for responding to a large disaster is dependent on the coordinated sharing of resources between the ARC, County of San Diego, incorporated cities, and partner agencies. Additionally, the County OA maintains the ability to supplement available resources by purchasing, leasing, or obtaining mutual aid support through State

and federal partners. For the most efficient coordination and allocation of resources, there must be direct communication among all mass care and shelter partners.

Once the need for a resource is identified, the following takes place:

- Identification of local mass care and shelter partners or County departments that may have the required resource available for use. If available, the OA EOC Logistics Section will work with that agency/department to fill the resource request.
- If local mass care and shelter partners and County departments do not have the needed resources, the OA EOC Logistics Section will look to obtain the resource through an established agreement or through a vendor procurement.
- If the resource is not available within the OA, the OA EOC Logistics Section may request the resource from the State through established mutual aid systems.



In addition, the following guidelines apply to the use of mass care and shelter resources:

- Each mass care and shelter partner will be expected to direct and operate its own resources.
- The ARC, County, and incorporated cities will generally utilize resources from their own inventory for sites they operate/manage before requesting resources from other partners.
- In instances where requested resources are available from more than one partner, generally, the partner that can provide the resource most quickly, is most skilled in its implementation, or is least directly impacted by the event will be requested to provide the resource.

See [Attachment 3](#) for a list of Mass Care and Shelter Resources.

EXTERNAL COORDINATION WITH STATE AND FEDERAL PARTNERS

State

If shelter and mass care needs within the OA cannot be satisfied with local resources, the OA EOC Care and Shelter Branch Coordinator will utilize established SEMS/NIMS channels through the OA EOC Logistics Section to request assistance from the State. The California State Operations Center (SOC) coordinate access to State and federal resources and agencies. This includes the State DSS, which has overall responsibility for coordinating state-level support for mass care and shelter activities.

The ARC is also represented in the SOC by a liaison whose purpose is to share information between various levels of ARC management and State government and to follow up on ARC resource requests. This liaison also serves as a mass care and shelter subject matter expert for the State's response operations.

Federal

The SOC is California's link to the support provided by ESF #6 within the National Response Framework (NRF). The NRF designates FEMA as the lead or coordinating agency for ESF #6 at the federal level. Federal assistance includes support for shelter, feeding, distribution of supplies, first-aid, welfare inquiry, and interim housing.

ROLES AND RESPONSIBILITIES

COUNTY OF SAN DIEGO – HEALTH AND HUMAN SERVICES AGENCY

The County HHSA is the lead agency with primary responsibility for overall coordination of mass care and shelter operations in the OA. HHSA is responsible for coordinating shelter operations to:

- Identify mass care and shelter assets and services needed during a disaster.
- Resolve gaps which may surface related to mass care and shelter operations and activities.

During a disaster, personnel from HHSA will serve as the Care and Shelter Branch Coordinator. The Care and Shelter Branch Coordinator will gather mass care and shelter information and coordinate efforts to provide sufficient support. Support in this effort will come from the ARC, incorporated cities, and other non-profit and community-based organizations.

The Care and Shelter Branch will also process requests from local governments for mass care and shelter assistance and coordinates potential response actions of agencies and organizations. As the primary agency responsible for coordinating mass care and shelter activities, HHSA will coordinate the following activities when necessary:

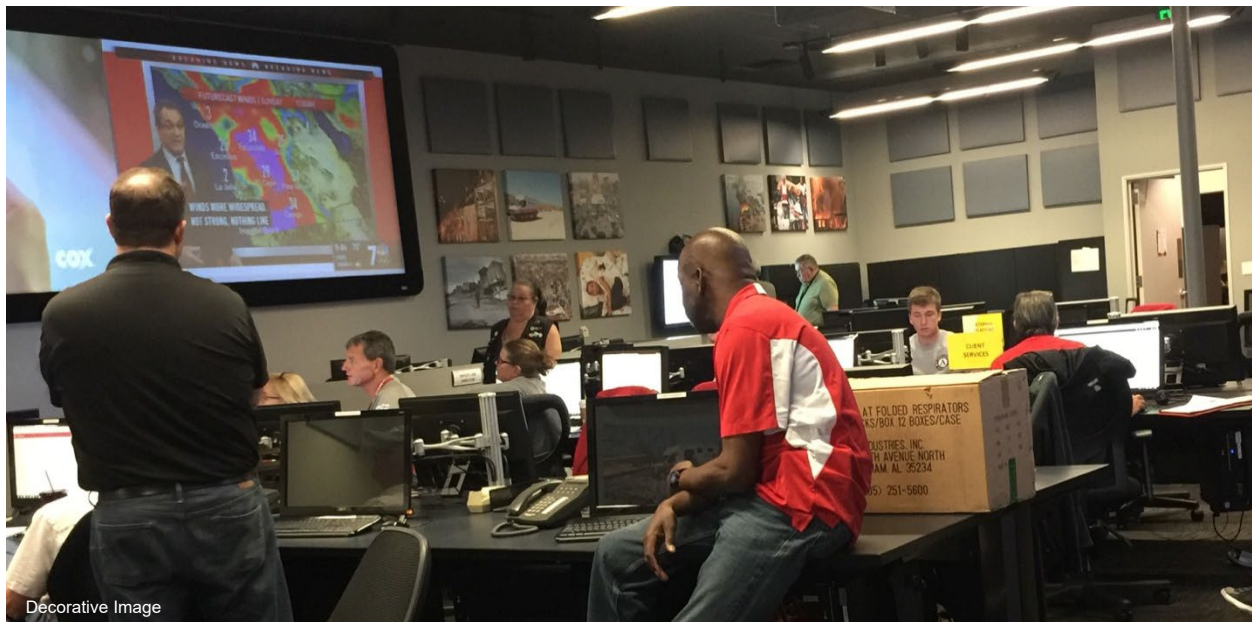
- On-site assistance to disaster service workers and displaced individuals
- Behavioral health services
- Individual and mass feeding
- Health services
- Provision of and operation of shelter facilities
- Assistance in the registration and identification of displaced individuals
- Assistance in administration and supervision of disaster relief operations
- Distribution sites for provisions of basic needs supplies such as food, water, clothing, etc.



AMERICAN RED CROSS OF SOUTHERN CALIFORNIA REGION

In the case of sheltering, the ARC is a direct partner with local government in helping to provide mass care and shelter for residents in times of disaster. The partnership between the ARC, County of San Diego, and incorporated cities requires cooperative efforts during the preparedness phase to clarify roles and responsibilities.

The ARC's ongoing preparedness activities include identifying and surveying shelter facilities. In coordination with local jurisdictions, they work with school districts, houses of worship, community-based organizations, hotel room providers, and government agencies to compile and maintain an up-to-date list of potential shelter locations. They ensure that agreements are in place with potential shelter sites to clarify terms of use. The ARC also trains volunteers and professional staff in shelter operations and disaster preparedness education.



During an emergency event, the ARC provides staff and resources for the following:

- Sheltering
- Fixed and mobile feeding
- Health services
- Mental health support, crisis counseling, and spiritual care
- Disaster welfare inquiry support
- Direct client assistance for qualified individuals/families
- Shelter resident transition
- Family reunification
- Distribution of emergency supplies
- Liaison for the OA EOC

Additionally, the ARC has a Disability Integration Team that focuses on making sure all residents in shelters have equal access to programs and services offered. The ARC also

staffs a family reunification program, that provides human and technological resources to reconnect individuals as quickly as possible following a disaster.

Mechanisms include facilitating communication through available reunification platforms, acting upon urgent requests including unaccompanied minors and separated children, reestablishing contact with family members who have been separated within the disaster area and working with partners to resolve reunification-related inquiries.

It is essential to begin preparing for shelter operations in advance. For this reason, the County, in coordination with affected incorporated cities, will coordinate the supply of personnel and resources to manage shelter operations until ARC national resources arrive.

OTHER COUNTY OF SAN DIEGO OFFICES

Office of Emergency Services

The Office of Emergency Services (OES) is the department of primary responsibility for mass care and shelter planning and readiness. This includes the assignment of designated staff who possess expertise in the area of mass care and sheltering operations and who coordinates the maintenance of all operational plans and procedures associated with mass care and shelter.

OES coordinates care and shelter planning activities with the ARC and incorporated cities. In an imminent or actual disaster, OES identifies the need for mass care services and requests assistance from supporting agencies.

Public Health Services

Public Health Services (PHS) is responsible for preparing for, responding to, and assisting in recovery activities to meet the disaster-related health needs of individuals and communities. The primary roles of Public Health Nurses (PHNs) in shelters are:

- Conduct basic triage to identify acute health issues and client transfer needs, including but not limited to environmental sensitivities and dietary restrictions.
- Assess and address health status, health issues, and any health risks for shelter residents.
- Prevent illness, infection, and disease at shelters.
- Assist with replacing medications, durable medical equipment, and consumable medical supplies so that clients can continue to effectively and safely self-manage their health while staying in the shelter.
- Provide basic first aid and activate the emergency response system (911) for medical emergencies.
- Monitor environmental health conditions.



Decorative Image

-
- Assist individuals with activities of daily living and coordinate personal assistance services.
 - Leverage partner resources.

County PHNs will operate the Health Services function within a County-operated shelter. Affected incorporated cities and the ARC can request PHN assistance at shelters under their operational control. Additionally, the Public Health Officer has the authority to activate the Medical Reserve Corps (MRC). MRC volunteers are licensed health professionals who can also provide medical support within shelters.

To enhance seamless service delivery during a response, PHS will collaborate with ARC and MRC on shelter health service planning and training activities during non-disaster times, via the Public Health Preparedness and Response Branch within PHS.

Behavioral Health Services

Upon activation of shelter operations following a disaster, Behavioral Health Services (BHS) will assign a qualified professional and/or trained personnel to County-operated shelters and service delivery sites to provide behavioral health triage and crisis counseling services. BHS may also coordinate continuity of care for existing clients within the County Mental Health System who are impacted by the disaster. Contracted provider agencies will be leveraged to augment capacity and establish behavioral health services for non-congregate sheltering residents. BHS may support incorporated cities and the American Red Cross (ARC) with shelter-based behavioral health services upon request. All such support must be coordinated through the OA EOC.

Aging and Independence Services

Aging and Independence Services (AIS) is responsible for appointing individuals to serve as the County Temporary Congregate Shelter Unit Leader in the OA EOC. When the County Shelter Team is activated during a response, this position is responsible for coordinating all activities of the County Shelter Team, including the assignment and dispatch of members, managing information flow between the EOC and shelter, and supporting operational needs.

Additionally, AIS is responsible for identifying and training personnel to serve on VASAT.

Department of Human Resources

The Department of Human Resources is responsible for coordinating the appointment of knowledgeable individuals into positions that the OA EOC determines necessary to sustain operations.

Department of Environmental Health and Quality

The Department of Environmental Health and Quality (DEHQ) monitors shelters and other service delivery sites for proper health standards. They perform inspections with regard to food handling, medical and human waste disposal, sanitation, vector control, and other related functions. They are also responsible for determining the safety of the water supply and the safe use of potable water. They will work with the onsite shelter team to identify, control, and eradicate harmful conditions in the environment.

General Services

General Services assists with the coordination of County facility access, security services, and towing services to support shelter operations. They supervise County facilities maintenance staff to ensure facilities are maintained, including sanitation, lighting, environmental systems, and structural assessment.

Animal Services

County Animal Services coordinates with the OA Care and Shelter Branch to facilitate the mass care and sheltering of household pets during a response. When possible, people will be co-sheltered with their pets at public shelters. If co-sheltering is not feasible, the ideal location for a household pet shelter is with, near or in close proximity to the public shelter. Animal Services will assist with missing and/or misplaced pets, stray animals, injured stray animals, and reunification of owners with their pets. They will also provide referrals to evacuees for animal services and resources, including, but not limited to evacuation assistance, animal care supplies, and veterinary services.

SAN DIEGO GAS & ELECTRIC (SDG&E)

If adverse weather conditions impact the region and a Public Safety Power Shutoff is called, SDG&E may open Community Resource Centers (CRC) to support customers that are experiencing an extended power outage. CRCs are pre-designated facilities located in communities that may be affected by PSPS events. These centers are not intended to function as overnight shelters, but may provide impacted residents with water, snacks, ice, Wi-Fi connection, charging stations for medical devices and phones, car power-inverters, small solar-powered batteries and radios, water trucks for livestock (residents will need to bring their own containers for transporting water), and up-to-date information on outages. CRC locations and addresses are available on [**Community Resource Centers | San Diego Gas & Electric**](#).

SCHOOL DISTRICTS

Schools Districts may provide resources such as facilities, food, equipment, and supplies to support mass care operations. Generally, given the typically short duration schools are available and impacts to student services, other types of facilities, such as community centers and houses of worship, are sought out as service delivery sites first.

PRIVATE SECTOR

The OA EOC Logistics Section may procure resources from local businesses to meet emergency mass care and shelter needs. This may be done in coordination with affected incorporated cities. Key businesses include hotels, motels, restaurants, warehouses, sanitation services, etc. Priority needs are facilities for sheltering, feeding, and storing and distributing supplies.

SUPPORTING STATE AGENCIES

California Governor's Office of Emergency Services

Cal OES coordinates the State response to disasters in support of local government. The office is responsible for assuring the State's readiness to mitigate, respond to, and recover

from natural, technological, and human-caused emergencies, and for assisting local governments in their emergency preparedness, response, and recovery efforts.

California Department of Social Services

The Director of the California DSS will serve as the State Director of Care and Shelter and will have the responsibility for coordinating state-wide mass care and shelter operations and support requests. The DSS will serve as the lead agency in coordinating the State's care and shelter response in support of local operations.



FEDERAL EMERGENCY MANAGEMENT AGENCY

FEMA activates ESF #6 in support of State Care and Shelter response and local efforts to meet the mass care needs of individuals affected by disaster. FEMA is designated as the primary agency to coordinate ESF #6 and ARC is a supporting agency. Following a large-scale, high-impact disaster, FEMA may deploy an Emergency Response Team – National (ERT-N) to the State EOC. The ERT-N is composed of professionals who serve as the initial disaster management team providing assistance to an affected region to coordinate the full range of federal response and recovery operations.

NOTIFICATION AND ACTIVATION

NOTIFICATION

Given an event that requires some level of anticipated or actual mass care and shelter response within the OA, the County, in coordination with the ARC and affected incorporated cities, will determine mass care and shelter activation needs. Notification will then be issued to all relevant supporting mass care and shelter partner organizations and to any additional County or city departments, or community-based organizations, as needed. Notification will be issued through the most appropriate means available given the response.

Upon notification of an event, the County, in coordination with the ARC and affected incorporated cities, will begin planning efforts that:

- Define the extent of required mass care and shelter support.
- Identify potential response/resource requirements and needs.
- Place relevant personnel on standby.
- Determine OA EOC Care and Shelter Branch staffing requirements.

ACTIVATION

The OA EOC Care and Shelter Branch may be activated by the EOC Director, EOC Coordinator, or Operations Section Chief when an event is anticipated or has occurred that affects the OA and has mass care and shelter implications. The level of activation will be determined according to the requirements of the event. If the determination is made to activate the OA EOC Care and Shelter Branch, notification to the following departments, positions, and community partners may be necessary:

-
- ADA Coordinator
 - AIS
 - ARC
 - Animal Services
 - BHS
 - PHS
 - Housing and Community Development Services
 - Medical Care Services

Activation is based on the size and scope of the event.

- **Level 3 – Minimal EOC Staffing.** This assumes a minor or limited emergency that has displaced enough residents to require the opening of a temporary evacuation point or short-term shelter. In this case, a limited number of positions in the OA EOC may be activated to support the response.
- **Level 2 – Intermediate EOC Staffing.** A more moderate emergency characterized by the displacement of a larger number of people and/or the need for multiple shelters or services. Generally, Command Staff and Sections Chiefs are activated with limited staffing of other positions.
- **Level 1 – Full EOC Staffing.** A major emergency that requires a sustained care and shelter response (i.e., could involve the opening of mass care facilities throughout the county for an extended period). The event is large enough to require the coordination of numerous resources and information among multiple care and shelter partners.

RESPONSE ACTIONS

To meet the mass care needs of individuals displaced by disaster within the County OA, achievement of the following objectives is necessary within the OA EOC Care and Shelter Branch.

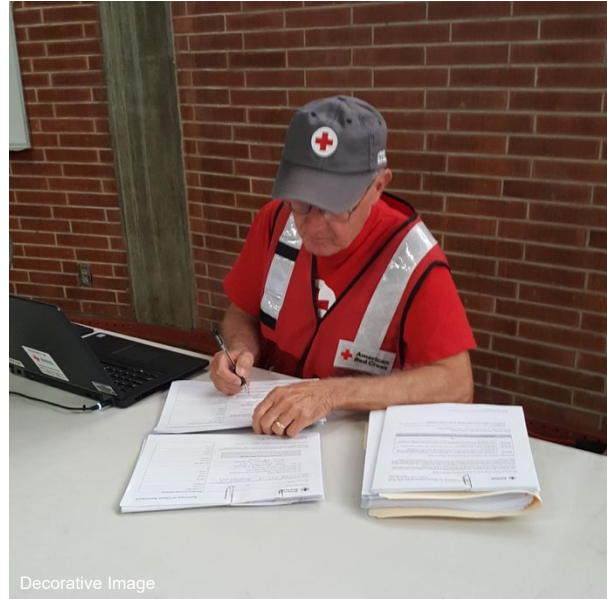
STEP 1: ESTABLISH THE OA EOC CARE AND SHELTER BRANCH

- Review preliminary incident data.
- Determine staffing needed for the required level of activation.
- Notify the relevant mass care and shelter partner organizations (ARC, incorporated cities, etc.).
- Given a large event, prepare County personnel shift schedules at least 3 days out (both OA EOC and field personnel).

STEP 2: GATHER AND ANALYZE INFORMATION

- Based on the level of mass care and shelter needs involved, develop an initial plan for providing services including:
- Estimated number of people requiring shelter support.
- Estimated number of people requiring feeding and/or food and water distribution support.

- General areas (neighborhoods) with significant numbers of displaced households, which may also include the identification of affected institutional facilities, pre-disaster homeless populations, etc.
- Number, location, and sequence of service sites or shelters to be opened.
- When possible, co-shelter people with their pets at public shelter sites. If co-sheltering is not feasible, identify where household pet shelters can be co-located with public shelter sites.
- Coordinate lead agencies for each site (generally ARC will be the lead agency and the County and/or incorporated cities will support ARC with operations as needed).
- Coordinate post disaster safety assessment inspections of potential shelter sites.
- Determine the number and availability of ARC, incorporated cities, and partner agency resources (facilities, personnel, supplies, and equipment).
- Identify expected resource shortfalls.
- Determine where spontaneous shelters may have opened (sites operated independently from ARC, County, or incorporated cities) and decide whether to support or consolidate.
- Provide regular situation status updates for inclusion in the OA EOC Action Plan and Situation Report.



STEP 3: OBTAIN AND DEPLOY RESOURCES

- Begin to implement service delivery plan.
- Mobilize Care and Shelter personnel and resources from partner agencies.
- Work with the ARC, County, and incorporated cities to ensure that qualified shelter management teams are identified for each site.
- Request supplies, equipment, and specialized services through the following:
 - Supporting departments or partner agencies (from inventory or through a vendor) through the OA EOC Logistics Section.
 - State and federal agencies (via the OA EOC Logistics Section).

STEP 4: COORDINATE RESPONSE

- Coordinate the opening of shelters and other service delivery sites.
- Ensure that all Care and Shelter site managers have communications equipment (cell phone or handheld radio) for required coordination with the ARC operations center, OA EOC Care and Shelter Branch, or local EOC.
- Coordinate the following basic services as soon as possible:
 - Health services
 - Behavioral health services

-
- Animal services
 - Security
 - Feeding
 - Transportation
 - Environmental health inspections
 - Support for individuals with disabilities and others with access and functional needs
- Ensure that representatives at the OA EOC are provided with timely information regarding the opening and closing of shelters. This will facilitate the release of public information regarding which shelters are open and their locations.
 - Coordinate OA Care and Shelter operations conference calls to facilitate communication and coordination between the ARC, County, and incorporated cities that are operating shelters.
 - Expand current sheltering and field response capacity, as needed.
 - Develop feeding capacity and operations.
 - Based on demand, setup bulk distribution for potable water, food (MREs), ice, clothing, sanitary items, and other basic life sustaining supplies.

STEP 5: CONTINUE TO MONITOR, TRACK, AND INFORM

- Monitor overall implementation of the service delivery plan.
- Ensure all shelter sites report current situation status daily:
 - Daytime population
 - Nighttime population
 - # of new registrations since the last report
 - # of meals/snacks/drinks served since the last report
 - Identified health issues and concerns
- Receive and respond to resource or information requests from shelters.
- Provide ongoing situation reports on mass care and shelter status.
- Conduct Care and Shelter Branch conference calls with the ARC and local EOCs to:
 - Identify and resolve issues
 - Update situation information
 - Revise service delivery plan
 - Determine future needs
- Coordinate the closing/consolidation of shelters.

DEACTIVATION

The OA EOC Care and Shelter Branch will be deactivated when the need for Care and Shelter response coordination has either diminished or ceased. Mass care and shelter functions may be deactivated or scaled back at the discretion of the OA EOC Director and/or Operations Section Chief. After the decision to deactivate has been determined, the following activities may be necessary:

- Coordinate with non-governmental organizations for long-term case management of clients who have unmet housing needs upon demobilization of shelters.
- Prepare documents for financial reimbursement.
- Complete or transfer remaining mass care and shelter responsibilities to the appropriate department or organization.
- Provide deactivation information to all involved supporting mass care and shelter departments and organizations.
- Inventory: return to owner or properly dispose of remaining supplies and assets used in the response.
- Issue a final status report to OA EOC Planning/Intelligence Section Chief.
- Coordinate deactivation with the OA EOC Operations Section Chief to include staff release, equipment returns, and inventory replenishment.
- Ensure that a debrief is held between key staff, volunteers, and involved County departments.



ATTACHMENT 1 – TYPES OF SHELTERING SITES

Depending on the duration and severity of the disaster, shelter operations can evolve from facilities meant only to support people overnight, to facilities that are more heavily staffed and provide a range of support services.

- **Temporary Evacuation Point (TEP)** – A site with limited resources and staffing as its primary purpose is to provide evacuees with a safe place to congregate temporarily until people can return home or relocate to another facility.
- **Temporary Congregate Sheltering** – Temporary congregate sheltering is typically for people who have been displaced that need a temporary place to stay until they make other housing arrangements. Temporary congregate sheltering is provided for a limited duration, generally not more than a week. Typically, these shelters will provide food, physical health, and behavioral health services, in addition to other support services based on need. In an ARC-operated shelter, the ARC will typically bring in Client Services teams who provide recovery planning services, which includes referrals to help residents find alternative housing if they are unable to return home. However, if the level of the disaster has significantly limited housing options and the remaining residents will need non-congregate sheltering support, then the existing temporary congregate shelter sites may be consolidated into a smaller number of non-congregate sheltering options.

SPONTANEOUS SHELTERS

In a larger-scale disaster, it is assumed that community shelters, run by organizations other than the ARC, County, or incorporated city, will open spontaneously. These sites may be run by neighborhood and community-based organizations or houses of worship. For example, it is assumed that many congregations (churches, parishes, synagogues, etc.) will open their doors to people within that neighborhood needing shelter. Other spontaneous shelters may be run with no formal sponsorship. It is encouraged for organizations considering opening a shelter to coordinate with the OA EOC prior to opening to best coordinate service delivery to the area.

As the County, ARC, or incorporated cities learn about these spontaneous operations, assistance may be provided if deemed appropriate. This assistance is contingent on the site meeting some basic health and building safety standards. Both the County Department of Planning and Development Services, Building Division and the Department of Environmental Health and Quality may be called upon to inspect spontaneous shelters. For sites that do not meet minimum health or safety standards, or are deemed unacceptable for other reasons, the ARC, County, or incorporated cities will work with the site to address any concerns. Otherwise, evacuees will be relocated to nearby ARC, County, or incorporated city managed shelters. See [Attachment 4](#) for the Spontaneous Shelter Assessment Form.

OUTDOOR SHELTERING

Some people displaced from their residence may converge on public parks or open spaces as an alternative to using indoor shelters. Since these “open shelter areas” will generally emerge spontaneously, the ARC, County, and incorporated cities must consider whether to take a role in managing the sites from the start to mitigate any potential health or sanitation problems. A decision to support selected outdoor temporary congregate shelter sites will involve providing comparable level of mass care services as provided to indoor sites.

Due to the complications of outdoor sheltering, it will remain a secondary option to establishing a network of fully serviced, indoor temporary congregate shelter sites.

HOUSEHOLD PET SHELTERS

The County Department of Animal Services (DAS) coordinates the co-sheltering of people with their household pets at public shelters during a response, in coordination with other local animal services agencies. It is assumed there will be a variety of animal species arriving with pet owners when they evacuate to shelter sites (cats, dogs, rabbits, guinea pigs, reptiles, domestic birds, and other exotic pets). If co-sheltering is not feasible, DAS will co-locate a household pet shelter adjacent to the public shelter. See the San Diego County Operational Area Emergency Operations Plan Annex O for additional information on Animal Services.¹

OTHER

Non-Congregate Sheltering – Non-congregate sheltering may be available under significant or rare circumstances depending on shelter resident needs. People with certain needs that cannot be properly supported within a temporary congregate shelter environment will be relocated to appropriate non-congregate sheltering options which may include hotels or other facilities that provide greater privacy and accommodations. Non-congregate sheltering may be provided for a longer duration depending on disaster impacts and the availability of permanent housing. As the response transitions to recovery, non-congregate sheltering efforts may shift toward community-based organization supported options.

¹ [California Assembly Bill 781, 2023-2024 Regular Session](#)

ATTACHMENT 2 – POTENTIAL SHELTER FACILITIES

The County OA uses the ARC National Shelter System (NSS), which is a central repository for facilities in San Diego County that have been surveyed and identified for potential shelter use. It is an online database that is maintained by the ARC.

Sites were surveyed using the ARC Shelter Survey which includes important information related to each facility, including:

- Evacuation and post impact capacity
- Parking capacity
- Food preparation capacity
- Sanitation capacity (how many toilets, sinks and showers)
- Physical structure information, such as construction type, utility information, and sanitation systems
- Facility contact information (who to call to authorize facility use)
- ADA compliance information and, if the facility is not fully compliant, information is included about on-the-spot modifications necessary to make the site temporarily compliant



ATTACHMENT 3 – MASS CARE AND SHELTER RESOURCES

PERSONNEL

PRIMARY

Shelter Managers (Trained)	Health Services
Shelter Workers (Trained)	Behavioral Health Services
Logistics	Animal Services

SUPPORTING

Auxiliary Communication Services	Environmental Health Specialists
Building Inspectors	Interpreters/Translators
Caseworkers	Janitorial/Maintenance
Childcare Workers	Personal Care Assistants
FAST	Security
AFN Unit	VASAT

EQUIPMENT AND SUPPLIES

FUNCTIONAL NEEDS SUPPORT

Bath Bench with Back	Offset Canes	Shower Seats
Crutches	Pillows	Transfer Boards
Cups with Handles	Toilet Seat Risers	Walkers
Canes	Ramp – Modular Threshold	Wheelchairs
Footrests	No-tip Cups	Wheelchair Cushions
Hand Clips for Eating Utensils	Ramp – 4 ft.	Charging Stations
Inner Lip Plate (non-skid)	Ramp – 7 ft.	Goggles
Sound Pock talker Amplifier	Cots	Clothing Protectors

GENERAL SUPPLIES

Blankets	Hygiene Kits (adults and children)	Privacy Screens
Cots	Tarps	

MASS CARE KITS

Bowls	Food Grade Thermometer	Serving Utensils
Coffee Maker	Napkins	Silverware
Cups	Plates	

NURSING KITS

Cleansing Wipes	Feminine Products	Playpen
Consumable Medical Supplies	Nitrile Gloves	Potty Seat
Diapers (Baby and Adult)	Pediatric Supplies	

SHELTER MANAGER KITS

Administrative Supplies	Hand-Held Radios	Sound Amplification Devices
Communication Boards	Nitrile Gloves	Toilet Paper
Flashlights and Batteries	Paper Towels	Trash Bags
Forms	Sanitation Spray or wipes	Vests (personnel)
Hand Sanitizer	Signage	Wristbands (residents)

ATTACHMENT 4 – SPONTANEOUS SHELTER ASSESSMENT

The following questions will help in deciding whether to work with and support an independent shelter with resources (food, water, cots, blankets, etc.):

- **Physical Condition:** The site will require approval from County Department of Environmental Health and Quality (and perhaps County Planning and Development Services, Building Division if an earthquake event) to confirm that it is safe to occupy (i.e., no structural damage and no sanitation or occupant health concerns).
- **Site Location:** Is the shelter serving a neighborhood/community that is currently not being served by an ARC, County, or incorporated city shelter? If yes, it is likely filling an unmet need and consideration should be given to supporting the shelter site.
- **Site Management:** Is the agency or group operating the site trusted and/or known by the occupants? If yes, then the site management team is presumably operating the site in the best interest of the occupants.
- **Number Served:** The number of occupants being served by the site should not exceed the site's physical capacity to serve or shelter them. An excess capacity of occupants should be referred to the nearest ARC, County, or incorporated city shelter site.
- **Meeting Occupant Needs:** Given the demographics and/or needs of individuals being served at the site (language, cultural, disability, children, etc.) – there should be evidence that everyone's needs are being met. Otherwise, refer occupants who may require more assistance to the nearest ARC, County, or incorporated city shelter site if the assistance required cannot be provided at the site.
- **Length of Operation:** If the site management group is committed to maintaining the shelter, and there is no immediate need to move out the occupants, then consideration can be given to supporting it.
- **Resource Needs:** Can the ARC, County, or incorporated city provide the resources that the site needs to keep operating? If the answer is yes, then the ARC, County, or incorporated city will need to work on the logistics for getting the supplies to the site.

If these questions can all be answered affirmatively, then supporting the site may be appropriate. The site can be counted as an independent shelter, versus an ARC, County, or incorporated city site (unless the site management function is transferred over to the ARC, County, or incorporated city.) If the ARC, County, or incorporated city cannot work with site management to address any identified concerns, and if there is a need to close the independent shelter, then residents will be transferred to the closest available ARC, County, or incorporated city shelter site.

ATTACHMENT 5 – ACRONYM LIST

ADA	Americans with Disabilities Act
AFN	Access and Functional Needs
ARC	American Red Cross
Cal OES	California Governor’s Office of Emergency Services
D-SNAP	Disaster Supplemental Nutrition Assistance Program
DSS	Department of Social Services
DSW	Disaster Service Worker
EF 6	Emergency Function 6
EOC	Emergency Operations Center
ERT-N	Emergency Response Team – National
ESF #6	Emergency Support Function #6
FAST	Functional Assessment Service Team (FAST)
FEMA	Federal Emergency Management Agency
FTF	Feeding Taskforce
HHSA	Health and Human Services Agency
ICS	Incident Command System
JIC	Joint Information Center
MRC	Medical Reserve Corps
MRE	Meals Ready to Eat
NIMS	National Incident Management System
NRF	National Response Framework
NSS	National Shelter System
OA	Operational Area
OES	Office of Emergency Services

ADA	Americans with Disabilities Act
PAS	Personal Assistance Services
PHN	Public Health Nurse
PHPR	Public Health Preparedness and Response Branch
PHS	Public Health Services
POD	Point of Distribution
SEMS	Standardized Emergency Management System
SOC	State Operations Center
TEP	Temporary Evacuation Point
VASAT	Vulnerable Adult Shelter Assessment Team