



Mass Care and Shelter

**Support Annex to the
Emergency Operations Plan**

June 2019

EXECUTIVE SUMMARY

The City of San José (City) Emergency Operations Plan (EOP) provides an overview of the City’s approach to managing emergency operations. It identifies emergency response policies, describes the response and recovery organization, and assigns specific roles and responsibilities to City departments, agencies, and community partners, and describes logistical support and the integration of assistance. The EOP also describes the role of the City of San José’s Emergency Operations Center (EOC) and the coordination that occurs between the EOC, Department Operations Centers (DOCs), those conducting field-level activities, and external entities such as the Operational Area, community partners, and City residents and visitors. The EOP is a broad programmatic document applicable to all hazards or threats, and all the missions/functions the City may perform in response to or recovery from an incident.

To provide planning support to the EOP the City has developed support annexes for each of the critical functions the City must manage, coordinate, and/or perform following an emergency. A support annex is a function- or incident-specific application of the guidance, policies, and concepts defined in the EOP.

This Mass Care and Shelter Support Annex was designed to assist decision makers, coordinators, planners, and department representatives involved in defining and implementing mass care and shelter programs and services in accordance with applicable hazards and local conditions. It describes the overall process for providing mass care and shelter services during an emergency or large-scale disaster in the City of San José. Depending on the nature and scale of the incident, these services may include providing mass care resources and services, emergency care and sheltering assistance, sheltering, mass feeding, basic human services, assistance with transitional housing to disaster survivors, and other activities.

This Mass Care and Shelter Support Annex describes the basic organizational relationships to manage mass care and shelter activities; identifies the capabilities, roles, and responsibilities of City departments and external entities; and outlines critical activities associated with mass care and shelter that take place in the preparedness, response, and recovery phases of an emergency. This document provides important considerations for planning and conducting mass care, including considerations for those with disabilities and others with access and functional needs, including those with limited English proficiency, as defined by the California Governor’s Office of Emergency Services. Once developed, other documents will provide additional detail and tactical and operational concepts to aid in shelter planning and operations, including, but not limited to, the Shelter Management Plan.

In the City of San José, mass care and sheltering is the responsibility of the **Parks, Recreation, and Neighborhood Services Department (PRNS)**, with significant support from many other departments and nongovernmental organizations such as American Red Cross and Collaborating Agencies’ Disaster Relief Effort (CADRE), which serves as the local Voluntary Agencies Active in Disaster (VOAD) for Santa Clara County. As the lead, the Parks, Recreation, and Neighborhood Services Department is responsible for coordinating, delegating, and/or overseeing mass care and shelter planning execution activities with the understanding that supporting departments responsible for aspects of mass care and shelter will perform their duties as directed. The following City departments have key roles in mass care and shelter efforts:

- City Manager’s Office
- Office of Emergency Management (OEM)
- Housing Department
- Department of Public Works (DPW)
- Department of Transportation (DOT)

- Human Resources Department
- Police Department
- Fire Department
- Office of the City Attorney
- Department of Planning, Building, and Code Enforcement
- San José Public Library
- Department of Information Technology

This Mass Care and Shelter Support Annex represents the outcomes of an ongoing collaborative planning process, incorporating current guidance, policies, and best practices, and stakeholder input. It provides a foundation for additional planning and the framework to support the development of a full operational **Shelter Management Plan**.

Many concepts herein are inherently interrelated with other functional annexes that cover other aspects of emergency management that may take place concurrently with mass care and shelter activities, such as the **Evacuation Support Annex**, which provides a framework for evacuations that may lead to the need for mass care, the **Recovery Support Annex**, which provides a framework for Citywide recovery, including the recovery of housing assets, and the **Crisis Communications Support Annex**, which provides a framework for communicating and disseminating information in an emergency.

This support annex is all-hazards.

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STATEMENT OF INTENT

Disclaimer: This Mass Care and Shelter Support Annex is advisory.


This Mass Care and Shelter Support Annex is meant to provide an all-hazards strategic framework to assist the City of San José in mass care and shelter planning, but it is not meant to fulfill all legal requirements or duties.

Nothing in this document alters or impedes the ability of federal, state, or local chief executives, their government agencies, or their internal organizations to carry out their specific authorities or perform their responsibilities under all applicable laws, executive orders, and directives. This support annex is consistent with the City of San José Emergency Operations Plan and is not intended to alter the existing authorities of individual municipal or county agencies defined within it and does not convey new authorities upon any local, state, or federal official.

APPROVAL & ENDORSEMENT

This Mass Care and Shelter Support Annex has been approved and endorsed by the City of San José departments with responsibilities described herein. It supersedes all previous versions.

Signed:



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INTRODUCTION

The City of San José (City) Mass Care and Shelter Support Annex to the City's Emergency Operations Plan (EOP) provides an overview of concepts and establishes an all-hazards framework for the coordination of care and sheltering services and activities for displaced disaster survivors, including people with disabilities and others with access and functional needs, including limited English proficiency. Depending on the nature and scale of the incident, these activities may include providing mass care resources and services, emergency care and sheltering assistance, sheltering, mass feeding, basic human services, and assistance with transitional housing to disaster survivors. The intent of this framework is to be dynamic, flexible, and scalable.

- **Dynamic:** Lessons learned from incidents will be thoroughly analyzed and incorporated in future revisions.
- **Flexible:** The organization defined in this framework will be activated based on incident needs and requirements to support disaster survivors.
- **Scalable:** The concepts described in this framework apply to incidents of all types and sizes.

The function of mass care and shelter is to provide temporary relief to disaster survivors by providing emergency care, including food and commodities, shelter, information, and health and human services to help survivors reestablish a stable state. Mass care and shelter services and programs are implemented to assist individuals and households impacted by potential or occurring incidents.

In support of this function, this annex addresses:

- Provision of shelter, emergency first aid and basic health services, and feeding to populations displaced by the disaster (exempt populations outside of the current scope of this annex, identified in further paragraphs)
- Provisions of aid and services to shelter residents with disabilities and others with access and functional needs (AFN)¹, including accompanying service animals²
- Shelter registration and tracking
- Collecting and providing information on sheltered survivors to family members
- Distribution of bulk emergency items
- Provision of information regarding disaster assistance programs
- Coordination and support of transitional housing

This support annex is not intended to address the needs of medically fragile disaster survivors, such as people with a disability due to a health impairment, including those with cancer, diabetes, heart

¹ Consistently with the definition used by Cal OES Office of Access and Functional Needs, access and functional needs (AFN) refers to individuals who are/have physical, developmental, or intellectual disabilities; chronic conditions or injury; limited English proficiency; older adults; children; pregnant women; and low income, unhoused, and/or transportation disadvantaged.

² Service animals are defined by Title II and Title III of the Americans with Disabilities Act (ADA) as: Any dog that is individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability.

conditions, AIDS, and other illnesses if the illness substantially affects a major life activity.³ Disaster survivors needing medical services and/or full-time care in a medical facility should be transferred to a licensed facility that can support them, or a specialized medical support shelter with professional medical staff. Medical facilities and assisted living and residential care facilities serving medically fragile populations are responsible for relocating clients to a like-facility in the event of damage compromising facility habitability or use.

This annex is also not intended to address the special needs of inmate populations or those institutionalized in health-related settings. Individuals in correctional settings are institutionalized to protect other members of society; those who are institutionalized in health-related settings are there for their own protection and wellbeing. Planning for these population requires additional considerations, coordination, and falls under the authority of the institutional facilities, and these populations cannot be integrated into general population planning. The institutions responsible for planning for these populations must do so in a manner consistent with applicable Americans with Disabilities Act (ADA) and legal and policy requirements concerning populations with disabilities and access and functional needs.

Additionally, as of publication, this support annex does not include provisions for mass care and shelter of individuals whose residency is legally restricted by known sex offender status or other certain parolees as determined by law enforcement. Based on best practices, separate mass care and shelter procedures should be established for these populations, in coordination with but separate from general community evacuation and mass care and shelter. These procedures must be consistent with applicable ADA and access and functional needs legal requirements. In general, these populations are expected to self-identify at registration, where determinations regarding their placement will be made. In cases where appropriate, they will be housed separately, with law enforcement support requested. In other cases, and depending on availability, hotel vouchers may be provided. This framework complements the EOP, existing plans, and the standard operating procedures (SOPs) of responsible city departments.

A. Purpose

This Mass Care and Shelter Support Annex provides the framework for mass care and shelter functions, department roles and responsibilities, concepts of operations, capabilities, activities, key policies, and overall guidelines for the care and shelter of disaster survivors displaced by a potential or occurring incident. This framework is applicable before, during, and after an emergency.

This support annex was designed to assist decision makers, coordinators, planners, and department representatives involved in defining and implementing mass care and shelter programs and services in accordance with applicable hazards and local conditions.

Specific operating procedures, protocols, and tactical actions taken at an activated shelter are addressed in documents maintained by the participating organizations, defined in Sections A and B of **Assignment of Responsibilities**. The City is currently undertaking the development of a **Shelter Management Plan**.

B. Legal Authority

Various statutes, codes, ordinances, regulations, and other guidance come into play in the course of mass care operations. The authorities and references section of this support annex identifies a number of federal, state, and local authorities and reference material related to mass care activities.

³ Santa Clara County Office of Emergency Services, 2013.

Federal laws such as ADA and other civil rights legislation prohibit discrimination on the basis of characteristics such as age, gender, and disability and require shelters to accommodate and support individuals with access and functional needs. Federal civil rights protections apply to emergency management of both government and nongovernment entities. Discrimination during a presidentially declared disaster is specifically prohibited in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (as amended August 2016) (Stafford Act).

State authorities such as immunity of government workers and volunteers from liability (California Civil Code, section 1714.5169), quarantines of individuals who have communicable diseases, and workers compensation coverage for people injured during sheltering operations also govern the provision of shelter and mass care services to varying degrees.

The United States Congress mandates, by congressional charter, the American Red Cross to undertake activities for mitigating the suffering caused by natural disasters and other emergencies.

Locally, memoranda of understanding with the American Red Cross, school districts, and others such as community and faith-based institutions, establish nonbinding agreements regarding the provision of shelter and mass care services during an emergency.

In 2007, the City passed Resolution No. 73677, which affirms the City's support for the immigrant community in an effort to ensure that "undocumented immigrants do not fear interacting with their local government authorities. In past years, the City has seen how the reluctance of immigrants to interact with local authorities can critically undermine the health and safety of our community."⁴ This resolution is relevant to the provision of mass care and shelter services by the City as its intent is to create a safe and secure space, including in an emergency shelter, for all residents.

The Pets Evacuation and Transportation Standards Act of 2006 (PETS Act) amends the Stafford Act to ensure that State and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.

C. Assumptions

The following general emergency planning assumptions apply to the execution of mass care and shelter related activities:

- The population has high expectations of City government to perform in a proactive, inclusive, and culturally-conscientious manner. How the City performs in an emergency, and how it provides mass care and shelter services, will have an impact on the public's general perception of and confidence in the local government.
- Incidents that create emergency conditions may allow for some response preparation, like Coyote Creek flooding or El Niño rainstorms, or they may be no-notice events, such as an earthquake or hazardous materials release.
- A local emergency may be proclaimed if circumstances require it, and may not be when not necessary.
- If there was forewarning of the impending disaster, mass evacuations may be ordered. If an evacuation center is established, mass care operations, including feeding and first aid, may need to take place there first.

⁴ http://www3.sanjoseca.gov/clerk/ORDS_RESOS/RESO_73677.pdf

- All elements of the Standardized Emergency Management System (SEMS) are functional.
- The City will activate the Emergency Operations Center (EOC) and provide the framework for emergency management and direction for mass care and shelter-related objectives.
- During a major incident, a detailed and credible Common Operating Picture may not be achieved initially.
- Response capabilities and resources may be overwhelmed.
- City employees should expect to respond (via email, text, phone call) to a request for their DSW services as soon as they receive the notification. A DSW should arrive at their assigned workplace as soon as possible, but ideally within 1-2 hours after sending the notification that they are reporting for DSW duty.
- Roads, bridges, communications systems, and other infrastructure may be impacted and may prevent personnel from being able to assume mass care and shelter duties immediately.
- A large number of City employees and their families may themselves be negatively impacted by the disaster and unable to fulfill their role as disaster service workers until their personal situation has stabilized.
- Critical utilities, such as electricity, water, and sanitation, may be disrupted, rendering identified shelter facilities uninhabitable.
- The structural integrity of some potential shelter sites may be compromised and render them uninhabitable or their location near an ongoing disaster event may render them unsafe to occupy.
- Resources and their distribution will be extremely limited in the first few days following a disaster or the beginning of an incident.
- Shelters will be opened, consolidated, and deactivated in accordance with public need.
- The City will provide language interpretation services, including Spanish, Vietnamese, American Sign Language (ASL), and other languages as requested, to shelter residents to the extent that these contract services are available following an incident.
- The City partners with the American Red Cross to coordinate shelter operations and provide support and resources, as available. In some cases, the City's lead department for mass care and shelter – the Parks, Recreation, and Neighborhood Services Department – will run the shelter with American Red Cross support, and, in other cases, the American Red Cross will run the shelter. In a major disaster, American Red Cross may not be able to provide personnel, supplies, and equipment within 96 hours. The City may contract with a vendor to manage shelter operations with appropriate City oversight.
- Shelter residents will be registered for case management purposes using a secure (to the extent possible) shelter resident registration system that respects the privacy of shelter residents, as identified and established by the City. Residents must have a clear understanding of the use of this information.
- Some displaced survivors may not have identification available for registration. Alternative procedures must be established to accommodate survivors without identification.
- The City of San José recognizes the value of maintaining the community's trust and has repeatedly affirmed its support for immigrant communities. In accordance with Resolution No. 73677, City departments will provide services, including emergency shelter and mass care, in accordance with the resolution.

- Those seeking shelter, especially in the first few days, may not necessarily be residents of the City.
- In a large-scale or catastrophic disaster, it is likely that long-term mass care will be required until rental assistance and temporary housing resources become available.
- When local shelter capacity is reached or insufficient, the EOC will coordinate with the Santa Clara County Operational Area to place displaced residents outside of the City, and coordinate transportation if necessary.
- Neighborhood, community-based, and faith-based organizations will likely emerge to provide support for mass care and shelter operations and activities.

D. General Considerations

In addition to the planning assumptions identified above, the City should also review the following general considerations when making decisions about mass care and shelter. Planning considerations for individuals with disabilities, those with limited access or limited English proficiency, and functional needs are discussed in the following section.

- Just as disasters impact communities differently, communities respond to disasters differently. Cultural beliefs, relationships, and trust in local government guide interactions with government and shape responses and behavior. Not all persons advised of a need to seek care in a City-run or operated shelter will do so.
- Approximately 5-10% of the population displaced by a disaster will seek emergency shelter provided by the City.
- Many residents will shelter in place if their residence is sufficiently habitable and safe for occupancy, even if they may lack certain utilities or require temporary repairs. Others may camp out in open space or shelter in vehicles or stay with family or friends. Those who follow emergency preparedness recommendations and store emergency supplies may seek mass care and shelter services when their provisions have been exhausted (typically within three days) or can no longer stay with family or friends. Others may still have needs and expectations for care and disaster assistance from the City.
- Residents may base their decision to shelter in a City emergency shelter based on the shelter's companion animal/pet policy. The City may activate a pet-friendly shelter (co-habitation), a shelter with a designated area for animals (co-location), or a separate shelter for animals, such as one within the service area of Animal Care and Services. Pet-friendly shelters are preferred by animal owners, but can create significant issues if co-habitation space includes non-pet owners with allergies to animals or who suffer severe anxiety of animals. Pet-friendly shelters also reduce the burden on Animal Care Services and partners. Nationally, American Red Cross does not accept pets at Red Cross-run shelters, but circumstances and agreements may establish pet-friendly shelters locally. It is the City's direction to accept pets, although they may not be housed in the same location, but in separate rooms with their owners, in an auxiliary trailer with kennels provided by Animal Care and Services, or through other means. Service animals are allowed in all general population shelters under all circumstances, in accordance with ADA law.
- Minors will have a wide range of special needs in a disaster. In a no-notice evacuation, children may be away from their families, such as in school. Some minors may be unaccompanied either

due to being separated from families or care facilities, or due to independent age appropriate activities. Family reunification will be critical.

- If the disaster occurs during normal working hours, many commuters from other jurisdictions may be trapped by damaged infrastructure, impassable roads, or transportation disruptions. This will increase the demand for initial mass care and shelter (typically within the first two days).
- Unhoused persons, including those not directly displaced by the disaster, will access City mass care and shelter services.
- Populations with fewer resources will require more support to recover. The collaboration with private, nonprofit, and community- and faith-based organizations (CBOs and FBOs) will be critical to augmenting the City’s resources and capabilities to meet their recovery needs.
- The well-meaning general public will make spontaneous material donations in a disaster. The City will need to carefully instruct the public about its donations acceptance policies, and it is recommended that donations are not made to or distributed at shelters, unless they are specific items requested by shelter residents.
- When establishing guidelines for shelter management or shelter rules, consider the needs of the shelter residents to maintain as much normalcy as possible, including employment schedules that conflict with shelter curfew.
- Shelter operation sites, especially those with a large number of displaced sleeping in cars, RV’s, and tents, can cause security and safety concerns that must be addressed through a combination of 3rd-party security, corrections officers, and/or police depending on the degree of perceived risk.
- In certain incidents where a limited level of care and no overnight service is needed, evacuation centers may be sufficient for temporary accommodations.
- Some individuals may fear or distrust government/law enforcement. They may be unwilling to receive support if they feel threatened or intruded upon.

E. Considerations for Individuals with Access and Functional Needs⁵

The City of San José is committed to inclusivity and providing services to those with disabilities, those with limited access and those with limited English proficiency, and those with functional needs. Before, during, and after an incident, individuals with disabilities, limited access and limited English proficiency, and functional needs can be assisted to maintain their health, safety, and independence utilizing the “C-MIST”⁶ framework to identify their needs. C-MIST is the acronym for **C**ommunication; **M**aintaining health; **I**ndependence; **S**afety, support services, and self-determination; and **T**ransportation.

When members of the community are displaced by an emergency, considerations for the whole community, including accessibility needs, medical needs, various communications methods, and keeping individuals together with their families, personal care providers, essential equipment, and service animals are important. Physical and programmatic access, auxiliary aids and services, integration, and effective communication are often enough to enable individuals to maintain their health, safety, and independence

⁵ Access and functional needs are defined by Cal OES as individuals who are or have: Physical, developmental or intellectual disabilities; Chronic conditions or injuries; Limited English proficiency; Older adults; Children; Low income, homeless and/or transportation disadvantaged (i.e., dependent on public transit); and pregnant women.

⁶ <https://emilms.fema.gov/ISO368/DIS01summary.htm>

in an emergency shelter or to receive mass care services. When basic access is not enough, individuals with disabilities, limited access, limited English proficiency, and functional needs may have additional requirements in one or more of the following functional areas to access emergency shelter and mass care services. These functions are described and provide context below, and many are interrelated:

Communication: Often individuals will require auxiliary aids and services or language access services to initiate effective communication and to receive and respond to information using methods that facilitate effective communication. Individuals may not be able to see directional signs (e.g., signage identifying an emergency shelter), hear verbal announcements or alerts (e.g., announcements made inside a shelter), communicate their circumstances to shelter workers or case managers, or understand how to get assistance due to hearing, vision, cognitive, behavioral, mental health, or intellectual disabilities, and/or limited English proficiency. In addition to auxiliary aids and services, the use of plain language⁷ benefits most people.

Maintaining Health: While most individuals with access and functional needs do not have acute medical needs requiring the support of trained medical professionals, many will require assistance to maintain health and minimize preventable medical conditions. Access to direct healthcare, equipment, medication, supplies, bathroom facilities, nutrition, hydration, adequate rest, personal assistance, etc., can make the difference between maintaining health and decompensation, requiring medical care. Additionally, keeping individuals with access and functional needs with their families, neighbors, and others who can provide assistance will reduce the need for first responders and medical professionals at a time of scarce resources. In a shelter, assessing the needs of those with disabilities, limited access, limited English proficiency, and functional needs will be critical, and must be done in a manner consistent with information privacy laws and guidelines. It is recommended that healthcare professionals or members of the City's Functional Assessment Service Team (FAST) participate in shelter operations to provide services, as available.

Minority and low-income communities may have severely limited access to health and medical services. When evacuating for an emergency, individuals may be separated from important or costly medication and durable medical equipment (e.g., wheelchairs, walkers, glasses, and canes), and may need assistance replacing them for use in the shelter. Ensuring that the community's access and functional needs are met is critical.

Additionally, individuals, including those who are generally self-sufficient and those who have adequate support from personal assistants, family, or friends may need assistance with: managing unstable, terminal, or contagious conditions that require observation and ongoing treatment; managing intravenous therapy, tube feeding, and vital signs; receiving dialysis, oxygen, and suction administration; managing wounds; and operating power-dependent equipment to sustain life. These individuals may require support of trained medical professionals and may be most successfully sheltered in medical facilities, as opposed to general population shelters.

Independence: For individuals with disabilities, limited access, limited English proficiency, and functional needs, providing physical/architectural, programmatic, or communications access will allow them to maintain independence in a shelter. For individuals requiring assistance to maintain independence in their daily activities, this assistance may be unavailable during when sheltering (e.g., caregiver is not on site, medical equipment or assistive devices aren't with them, etc.). Such assistance may include durable

⁷ <https://www.plainlanguage.gov>

medical equipment or other assistive devices (e.g., wheelchairs, walkers, glasses, communication devices, etc.), service animals, and/or personal assistance service providers or caregivers. Supplying needed support to these individuals will enable them to maintain or quickly restore their pre-disaster level of independence in the shelter and when transitioning to housing.

Safety, Support Services, and Self-Determination: Before, during, and after an emergency, individuals may lose the support of personal assistant services, family, or friends; may find it difficult to cope in a new and challenging environment like a shelter (particularly if they have autism, dementia, Alzheimer's, behavioral, or mental health conditions such as schizophrenia or intense anxiety) or may have challenges accessing programs and services aimed at providing housing or other assistance. If separated from their caregivers and taken to a shelter, young children may be unable to identify themselves; and when in danger, they may lack the cognitive ability to assess the situation and react appropriately. All adults, including adults with access and functional needs, have the right to self-determine the amount, kind, and duration of assistance they require.

Transportation: Individuals who cannot drive or who do not have a personal vehicle may need assistance to access off-site services when in a shelter, such as feeding, acquisition of resources, signing up for assistance, and others. Those who rely heavily on public transit, including but not limited to low-income and minority communities and those who use paratransit or buses with lifts/ramps, may require additional transportation support if the transit network is disrupted. Additional resources to supplement transportation methods from and to shelters may include school buses and charter buses, which may not be suitable for those with disabilities and others with access and functional needs, who will need alternative support. Those with limited access or limited English proficiency may be assisted with information in alternate formats or other languages about how and where to access transportation from and to shelters.

Planning for mass care and shelter should also consider the following:

- Many disaster survivors seeking shelter will speak languages other than English or may need sign language interpretation. Plain language communication is essential. Pictorial communication may be necessary. In cases where interpreters may not be immediately available, services like Google Translate⁸ can help to provide information, with acknowledgement of their limitations.
- The City has a substantial population with access and functional needs, who will seek shelter in general population shelters.
- American Community Survey (ACS) estimates the overall rate of people with disabilities in the US population in 2016 was 12.8%, and many more can become disabled temporarily during their life due to illness, injury, or other circumstances.
- Planning for mass care and shelter operations should account for the unique needs of people with access and functional needs, such as auxiliary aids, interpretation, Braille materials, TDD lines, and others.

⁸ <https://translate.google.com/>

- Unaccompanied minors will require appropriate supervision in general population shelters. Supervision must be provided by professionals⁹ authorized to supervise minors.
- The following tools and methods of communication may assist the whole community with receiving important information regarding mass care and shelter, although this list is not exhaustive:
 - Qualified interpreters
 - Qualified sign language interpreters (American Sign Language and other languages as appropriate)
 - Real-time open captioning
 - Large print
 - Pictorial diagrams
 - Plain language
 - Braille
- The **Crisis Communications Support Annex** to the EOP contains information on effectively communicating in redundant formats with populations with limited access and limited English proficiency. An upcoming **Crisis Communications Plan** will contain further instructions.

Multi-Lingual Needs

- San José’s diversity contributes to the multi-lingual character of the community. More than 20 languages can be heard spoken in the City, with the following found in greatest percentages¹⁰:
 - **English-only:** 45.5%
 - **Spanish:** 21.3%
 - **Vietnamese:** 9.0%
 - **Chinese (primarily Mandarin):** 7.0%
 - **Tagalog:** 3.7%
 - **Hindi:** 1.7%

A detailed breakdown of language demographics can be found in each City Council District’s **Community Profile**, including a listing of neighborhoods, based on Census data, where concentrations of speakers of the above languages are highest. Some will have English proficiency or translation assistance, and others may have limited English proficiency or be non-English-speaking-monolingual. Even those with English proficiency may experience a greater degree of trust towards the local government and choose to go to a shelter when they see communication efforts designed specifically for their community.

To the extent available, information and instructions regarding accessing shelters, such as alerts, radio/TV messages, postings, social media notifications, signage, and others, should be translated into appropriate languages. Inside the shelter, registration, postings, materials, and announcements should be provided in appropriate languages as well. In some cases, this may include having an on-site translator.

⁹ The City of San José’s Employee/Volunteer Clearance Verification and Compliance with the Child Abuse and Neglect Reporting Act complies with the provisions of the Child Abuse and Neglect Reporting Act, California Penal Code Section 11164 et seq.

¹⁰ ACS 2016.

Additional information on multi-lingual messaging and communication needs, methods, and systems can be found in the **Crisis Communications Annex** and further instructions will be included in the upcoming **Crisis Communications Plan**.

CONCEPT OF OPERATIONS

The Concept of Operations presents an overall framework for mass care and shelter, organization for the coordination and execution of mass care and shelter activities, and a phased timing of anticipated mass care and shelter actions.

A. General

- The Department of Parks, Recreation, and Neighborhood Services (PRNS) is the primary department for mass care and shelter activities for the City of San José. A primary department has significant authorities, roles, and resources to accomplish the scope of the function, and has ongoing coordinating responsibilities throughout the preparedness, response, and recovery phases of the incident.
- Supporting departments and external agencies have specific capabilities or resources that support the primary department in executing the function.
- The Mass Care and Shelter Support Annex will be utilized by the Parks, Recreation, and Neighborhood Services Department with support from the American Red Cross and supporting departments and external agencies to organize a rapid response to mass care and shelter needs of people affected by disaster.
- Mass care and shelter services may need to be provided as a result of an evacuation. Responsibilities, activities, and considerations for evacuation can be found in the **Evacuation Support Annex** and should be reviewed and understood in order to provide effective continuity of services to displaced populations.
- When notified of an incident requiring emergency sheltering, the Parks, Recreation, and Neighborhood Services Department will activate a Department Operations Center (DOC) to implement and manage mass care and sheltering operations as determined by the EOC Operations Section's Mass Care Branch. Mass care and shelter partners and service providers may make representatives available to the DOC for close coordination and information-sharing.
- Upon request from the Office of Emergency Management (OEM), the Parks, Recreation, and Neighborhood Services Department will make a representative available to the EOC Operations Section's Mass Care Branch for the coordination of mass care and shelter information and assistance in support of mass care and shelter operations.
- The Mass Care Branch Coordinator will identify which supporting departments are needed to accomplish mass care and shelter operations and take the necessary steps to ensure that supporting departments are activated or placed on standby.
- Mass Care and Shelter initial response activities will focus on meeting the urgent mass care and sheltering needs of disaster survivors. Recovery efforts may be initiated concurrently with response activities. Close coordination is required among local departments, the county, state agencies, and other nongovernmental organizations responsible for response operations and recovery activities. The **Recovery Support Annex** provides a framework and flow of activities for transitioning from response operations to recovery.
- Mass care and shelter includes the following elements:

- **Sheltering:** This includes the designation of shelter sites, including those previously identified or unidentified; the temporary construction, issuance, or permitting of shelter facilities (e.g., tents); the coordination of facilities outside of the City’s jurisdiction; shelter operations, including management, staffing, and shelter resident case management; and the transition from emergency shelter to transitional or permanent housing. To the maximum extent feasible, sheltering will be integrated and inclusive, and people with disabilities and others with access and functional needs (with and without support) will be sheltered with the general population and shelter staff will make efforts to provide reasonable accommodations as defined under ADA law. To the extent possible, sheltering services will be provided to unhoused persons displaced by the incident.
- **Feeding operations:** This includes the feeding of shelter workers and residents through appropriate fixed facilities at or near the shelter, purchase and distribution of food, mobile feeding, and/or bulk commodity distribution. This may also include feeding of populations sheltering at home or through other means. To the extent possible, feeding operations should be culturally and diet-appropriate and should follow sound nutritional guidelines.
- **Emergency first aid:** This includes the provision of basic (first aid) medical care, supplemental to any physical and behavioral healthcare services that may be required to support shelter residents.
- **Basic health services:** This includes the provision of physical and behavioral health services, contagious disease monitoring, acquisition of prescription medication and durable medical equipment, and monitoring those with chronic health conditions. For the City of San José, these services are provided by the Santa Clara County Public Health Department, as described further in Assignment of Responsibilities, Section B.
- **Bulk distribution of emergency items:** This includes basic personal care and hygiene items, clothing, and other essentials.
- **Housing:** This includes the coordination or provision of short-term, temporary, or transitional housing of displaced disaster survivors.
- Mass care sites may include any of the following, depending on incident needs:
 - **Evacuation Center:** (Typically large) facilities that can accommodate people in transition during an emergency
 - **Registration/Reception Center:** A location separate from the shelter where displaced residents can register for shelter and other services and be assessed for additional needs, such as animal sheltering, medical needs, etc.
 - **Welcome Center/Information Points:** Services may include restroom facilities, first aid, hydration, food, and information, such as directions to shelter sites,
 - **Shelter:** A facility and/or site containing an existing structure or the construction of a temporary structure to accommodate non-traditional sheltering (e.g., tents) for the purpose of providing temporary relief and services to displaced residents. **Non-traditional shelters** can include large sites, such as stadiums, convention centers, parking lots, open lots, etc.

- **Warming and cooling centers:** Temporary facilities made available during extreme temperature conditions that are dangerous or present difficulties for coping, can also be used for unsafe air quality events.
- **Other congregate facilities:** In addition to congregate shelter facilities, other congregate facilities may include recreation and respite opportunities for displaced residents.
- **Mass feeding sites:** Can include fixed sites for preparation/distribution/both of food and mobile feeding units, as well as bulk distribution of food.
- **Commodity points of distribution (C-PODs):** A centralized point where supplies and commodities are delivered for the public to pick up.

B. Organization

Mass Care and Shelter operations will organize under the leadership of **the Parks, Recreation, and Neighborhood Services Department** with substantial support from the **Housing Department**. **The Parks, Recreation, and Neighborhood Services Department** will activate a DOC to provide direction and coordination for mass care and shelter operations, assign mass care and shelter personnel to respond to requests for assistance, and ensure requests for assistance are met, documented, and prioritized. **The Parks, Recreation, and Neighborhood Services Department** will also make a representative available to serve as the Mass Care Branch Coordinator at the EOC to establish communication within the EOC organization and maintain open information flow in both the planning and operational phases. If a **Parks, Recreation, and Neighborhood Services Department** representative is not available, **Housing Department** may represent **the Parks, Recreation, and Neighborhood Services Department** at the EOC Mass Care and Shelter issues.

Supporting departments for mass care and shelter functions will operate under the leadership of the **Parks, Recreation, and Neighborhood Services Department** representative at the EOC. In some cases, supporting departments may have representatives at the **Parks, Recreation, and Neighborhood Services** DOC to assist with mass care and shelter responsibilities. Each representative will be expected to activate and direct their response resources in accordance with their department operating procedures.

The American Red Cross federal charter grants the American Red Cross the authority to provide mass care and shelter services as part of domestic disaster relief. American Red Cross will support mass care and shelter efforts in the City by providing personnel, resources, and equipment to manage or supplement sheltering operations, as appropriate and if available. In events where fewer than 25 individuals require shelter, the City may choose not to open a shelter, but request American Red Cross to provide housing assistance to displaced individuals.

C. Timing of Critical Activities

The Parks, Recreation, and Neighborhood Services Department, the primary department for mass care and shelter, is responsible for coordinating and/or delegating to supporting departments or external partners the preparedness, response, and recovery activities associated with mass care and shelter.

Many mass care and sheltering activities happen concurrently, and the sequence will vary depending on the magnitude and particularities of the incident. The following timeline of key mass care and shelter activities, found in **Table 2**, provides a general guide to support decision-making and planning. The activities described below do not constitute a comprehensive list of all possible actions that may be taken, but rather represent the most critical activities to be accomplished based on best practices. **Please note:**

the activities are not ranked in order of priority. They are listed in the order that they may occur, sequentially, though activities may take place simultaneously or in a different order, in accordance with incident requirements.

The phase-based timeline in **Table 1** is organized by phases of emergency management, described in detail in the EOP in **Section 1.3.1, Phases of Emergency Management**.

For the purposes of this table, both department and EOC position designations are used, depending on what positions are activated and which functions are managed in the field due to scale. In addition, acronyms are used for City department names. You will find them listed as the following:

- **PRNS:** Parks, Recreation, and Neighborhood Services
- **OEM:** Office of Emergency Management
- **DPW:** Department of Public Works
- **DOT:** Department of Transportation
- **PBCE:** Department of Planning, Building, and Code Enforcement

Table 1. Phases of Emergency Management

Phase	Approximate Timeline
Phase 1: Preparedness	Pre-incident
Phase 2: Initial Response	Within first 72 hours of an incident
Phase 3: Continued Response	72 hours to 14 days after an incident
Phase 4: Short-Term Recovery	Two weeks to two months after an incident
Phase 5: Long-Term Recovery	Two months to a year or more after an incident

Table 2. Critical Mass Care and Shelter Activities

Phase	Activity	Responsibility	Status
Phase 1: Preparedness	<p>Convene a Mass Care and Shelter Workgroup to meet at regular intervals. The Mass Care and Shelter Workgroup will be comprised of all departments and partners with significant responsibilities and resources for accomplishing tasks associated with mass care and shelter, and will be led by the Parks, Recreation, and Neighborhood Services Department.</p> <ul style="list-style-type: none"> • Develop benchmarks and goals in mass care and shelter planning and establish a work plan toward such goals. • Communicate efforts and share work products with the Office of Emergency 	PRNS	

Phase	Activity	Responsibility	Status
	Management for comprehensive planning purposes.		
	Develop emergency plans and procedures to guide the activities of mass care and shelter, including: <ul style="list-style-type: none"> • Shelter Management Plan • Shelter Operations Plan/Manual <ul style="list-style-type: none"> ○ General policies and procedures should be applicable to any site activated ○ Specific information for each site should include: <ul style="list-style-type: none"> • Map/layout • Communications capabilities, including back-up • Pre-positioned supplies • Back-up power • Operational Manual to support the needs of shelter residents with disabilities and others with access and functional needs • Transitional housing strategy/plan to aid in transitioning residents out of shelters so they can be closed • Guidance for bulk commodity distribution (C-PODs¹¹) • Post-disaster housing strategy/plan to rehouse and retain residents 	PRNS	
	Identify, verify, and inventory potential shelters for a shelter database and a list of capabilities at each shelter. Assess the identified shelter sites with American Red Cross. Ensure that identified shelters are accessible and comply with ADA. If identified shelter sites are not in compliance with ADA, provide a list of gaps and solutions with resources that may be implemented in a disaster.	PRNS, DPW	
	Participate in American Red Cross shelter trainings for shelter staff and shelter managers. Include nonprofit partners and community volunteers in trainings. Maintain a list of trained personnel and partners. Ensure all community centers have trained staff and participated in drills.	PRNS	

¹¹ Refer to the Bay Area Urban Areas Security Initiative (UASI) “C-POD Planning Toolkit” or similar guidance: <http://www.bayareauasi.org/node/2040>

Phase	Activity	Responsibility	Status
	Identify supplies, materials, and equipment needed to support shelter operations, such as office supplies, communications equipment, HVAC or heating equipment, food service supplies, bedding, personal care items, cleanup materials, sanitation equipment, power equipment, and vehicles. If not available within the City, delegate to appropriate City department to identify vendors.	PRNS	
	Identify vendors to provide food and services at shelters. Vendors can include private nonprofit service providers. Consider identifying requirements for pre-qualifying and providing recommendations to OEM to do so.	PRNS	
	Review the Evacuation Support Annex or current Evacuation Plan to understand the flow of activities and concepts to provide an effective continuity of services to displaced populations.	PRNS, OEM	
	Review the Crisis Communications Support Annex or current Crisis Communications Plan to understand how notification and messaging will occur to the whole community.	PRNS, OEM	
	Review the Recovery Support Annex or current Recovery Plan to understand how mass care and shelter operations will transition to recovery for an effective continuity of services.	PRNS, OEM	
	Determine policies and procedures for registering shelter residents that takes into account the registration processes of partners (such as American Red Cross) and complies with privacy rights. Determine or establish a secure system for storing and accessing this information.	PRNS, City Manager's Office, City Attorney	
	Determine policies regarding mass care and shelter activities, including, but not limited to: pets in shelters, donations at shelter sites, shelter access times/curfew, unhoused persons in shelters, individuals with legal residency restrictions, and others.	City Manager's Office, PRNS, others	
	Primary and supporting departments will have and maintain appropriate listings of department staff to call for performing response activities.	All participants	
If an incident requiring mass care and shelter is pending/imminent:			

Phase	Activity	Responsibility	Status
	Estimate the number, type, and locations of shelters that may be necessary to address incident needs based on best current information available.	PRNS	
	Begin acquiring and pre-positioning supplies and commodities to support shelter operations.	PRNS	
	Coordinate pick-up points and transportation to move people to shelters or other mass care sites (depending on the incident).	PRNS, OEM, DOT	
	Prepare messaging for anticipated shelter locations, including opening times, what to expect, and what to bring/not to bring.	City Manager's Communications Office	
Phase 2: Initial Response	Step 1: Gather information and coordinate personnel		
	Develop situational awareness of the initial mass care and shelter needs in the general population.	EOC Operations Section's Mass Care Branch	
	Activate the Parks, Recreation, and Neighborhood Services DOC.	PRNS	
	Activate Incident Command System (ICS) functions and staff the EOC Operations Section's Mass Care Branch.	Field units	
	If necessary, open an evacuation center.	EOC Operations Section's Mass Care Branch	
	Develop and prioritize strategies for initial response actions, including the mobilization of resources and personnel.	PRNS / EOC Operations Section's Mass Care Branch	
	Evaluate the ability of transportation infrastructure to support the movement of people and supplies into shelters.	DOT / EOC Operations Section's Transportation Branch	
	Preposition mass care and shelter response resources.	PRNS / EOC Operations Section's Mass Care Branch	
	Request and coordinate the safety assessment of the identified shelter site(s) for occupancy. Once a shelter site has been accessed as safe to occupy, communicate the location to the EOC.	PRNS, DPW (in cases of use of public schools, appropriate School District)	
	Determine a staffing pattern and number of operational periods the shelter will be activated initially (this calculation is for the first few days and is	PRNS / EOC Operations Section's Mass Care Branch	

Phase	Activity	Responsibility	Status
	intended to notify personnel; it will be revisited in subsequent operational periods).		
	Request an ADA Specialist to ensure accessibility at the identified shelter site(s). This may be accomplished through a Functional Assessment Service Team (FAST), either locally activated or requested through the California Department of Social Services. This may also be a qualified ADA specialist requested through mutual assistance or through a contract.	DPW, PBCE, PRNS, Housing Department	
	Request support from American Red Cross, CADRE, and other supporting partners, such as school districts, private nonprofits, community- and faith-based organizations, and others.	PRNS / EOC Operations Section's Mass Care Branch	
	Determine the need for family reunification center(s). If necessary, open a family reunification center.	PRNS/ Mass Care Branch	
Step 2: Identify and acquire initial resources			
	Identify personnel to staff the shelter(s) (staff and management) for the first 4 – 6 shifts and notify to report to the shelter(s) or put on standby.	PRNS / EOC Operations Section's Mass Care Branch	
	Determine access procedures and identify resources to ensure for the safety and security of shelter residents, staff, and appropriate volunteers.	EOC Operations Section's Law Branch	
	Verify inventories of available mass care resources and services, including lists of all available resource providers used by the supporting departments and partners in disaster situations. These lists include private sector vendors.	EOC Operations Section's Mass Care Branch	
	Identify mass care services and resources to support shelter residents with disabilities and others with access and functional needs.	EOC Operations Section's Mass Care Branch	
	Request supplies, resources, equipment, and specialized services through the Parks, Recreation, and Neighborhood Services DOC.	Field-level personnel	
	Obtain personnel, materials, and equipment for shelter operations from American Red Cross, when possible.	EOC Operations Section's Mass Care Branch	
	Request unmet resource needs for mass care and shelter through the EOC Logistics Section.	EOC Operations Section's Mass Care Branch	

Phase	Activity	Responsibility	Status
	Determine feeding needs for the shelter population and shelter staff. Request resources. Consider food allergies, special diets, and culturally and ethnically-appropriate meals.	EOC Operations Section's Mass Care Branch	
	If feeding operations must take place off-site and the site or facility is not under the jurisdiction of the Parks, Recreation, and Neighborhood Services, request/coordinate access to the facility or space. Ensure all proper food handling and safety certifications are held by personnel handling food.	EOC Operations Section's Mass Care Branch, field-level personnel	
	Determine needs for the bulk distribution of supplies and resources for mass care. Request resources.	EOC Operations Section's Mass Care Branch	
Step 3: Deploy resources, open shelter(s) and other mass care site(s), and coordinate response activities			
	Coordinate with the EOC Operations Section's Damage Inspection Branch to provide initial damage assessment of Parks, Recreation, and Neighborhood Services Department facilities to be used as shelter sites	EOC Operations Section's Mass Care Branch	
	Coordinate the opening and activities of all public shelters with American Red Cross in compliance with the mutually agreed upon shelter guidelines.	EOC Operations Section's Mass Care Branch	
	Alert CADRE Duty Officer of incident and request a point of contact to discuss emerging and potential unmet needs requests.	EOC Operations Section's Mass Care Branch	
	Deploy assigned personnel and resources to mass care and shelter locations.	EOC Operations Section's Mass Care Branch	
	If feeding operations take place in an off-site location, coordinate the preparation of the site(s) and establish access protocols and security procedures.	EOC Operations Section's Mass Care Branch	
	Ensure shelters are equipped with communications equipment and capabilities, as available. This should include functioning telephones, Wi-Fi/internet connectivity, and, where possible, technology to ensure cell phone service (including signal boosters, portable cellular cites from providers, etc.)	EOC Operations Section's Mass Care Branch, Information Technology Department	
	Ensure shelters are equipped with administrative materials (registration forms, office supplies, printed materials communicating shelter information, visual display tools), shelter equipment (tarps for covering	EOC Operations Section's Mass Care Branch	

Phase	Activity	Responsibility	Status
	floors, cots, and sleeping accessories, crates or carriers for animals.		
	Establish communication between shelters and the Parks, Recreation, and Neighborhood Services DOC. Ensure there are provisions for communicating with the EOC, if the DOC is deactivated.	EOC Operations Section's Mass Care Branch, Information Technology Department	
	Coordinate with the American Red Cross to establish an intake/registration/case assessment system at each shelter location and ensure identification of essential functional needs within the shelter setting via use of the Initial Intake and Assessment Tool (IIAT) or other available processes. Assessment of access and functional needs must be made in accordance with City policies and not violate the privacy of individuals. This includes the establishment of a system to provide shelter registration data to appropriate authorities or case managers.	EOC Operations Section's Mass Care Branch	
	Coordinate and display visible signage that identifies shelter location(s), including clearly marked registration entrances, in appropriate languages.	EOC Operations Section's Mass Care Branch, EOC Management Section's EPIO Branch	
	<p>Coordinate with the Emergency Public Information Officer for messaging and information dissemination regarding shelters, family reunification center(s), mass care activities, commodity distribution site(s), and other mass care sites.</p> <ul style="list-style-type: none"> • Describe the level of accessibility for individuals with functional needs and encourage persons to bring a go-kit with them to include their own blankets, a change of clothes, basic toiletries, prescription medications, essential medical equipment and devices, and items necessary to care for service animals. • All public information messages shall request shelter residents and visitors to refrain from wearing or bringing scented products to the shelter in consideration of persons who 	EOC Operations Section's Mass Care Branch, EOC Management Section's EPIO Branch	

Phase	Activity	Responsibility	Status
	<p>experience chemical sensitivities or other respiratory allergies.</p> <ul style="list-style-type: none"> Public information messages shall request that the general public refrain from bringing unsolicited donations of used clothes, household products, food, etc. to the shelters. 		
	<p>Assign an ADA specialist and/or Access and Functional Needs Coordinator or subject-matter expert to attend shelter(s) and coordinate with the EOC to share information regarding needs, gaps, service recommendations, and any special requirements. Coordinate with the ADA/access and functional needs specialist for priority placement of those with disabilities and others with access and functional needs in shelters and other accommodations.</p> <ul style="list-style-type: none"> This role may be filled by a contracted specialist, FAST team representative (as requested), assistance requested from the CADRE AFN team (provided by the Silicon Valley Independent Living Center), or other. 	EOC Operations Section’s Mass Care Branch, PRNS, PBCE, DPW, Housing Department, CADRE	
	<p>Make information available regarding American Red Cross’ “Safe and Well”¹² website for shelter residents to register themselves as safe for the incident and enable tools for shelter residents to provide their information for their families.</p>	EOC Operations Section’s Mass Care Branch, American Red Cross	
	<p>Establish and display shelter information within the shelter, including shelter rules and a schedule of events, such as shelter meetings. Shelter rules should be culturally and demographically appropriate and succinct and translated as necessary, whenever possible. Shelter meetings provide shelter residents with basic information regarding shelter operations and persons there to assist residents, and set expectations for service provision, family reunification site(s), what services to find at District Disaster Offices (DDOs), and other pertinent issues facing shelter residents.</p>	EOC Operations Section’s Mass Care Branch, EOC Management Section’s EPIO Branch	

¹² “Safe and Well” is an American Red Cross website where disaster survivors can register themselves as “safe and well” for the incident in a database searchable by concerned families and friends:
<https://safeandwell.communityos.org/cms/index.php>

Phase	Activity	Responsibility	Status
	<p>If donations of goods are brought to the shelter(s), revisit policies regarding distribution within the shelter to accept and/or divert donations to donations collection site(s).</p> <ul style="list-style-type: none"> Coordinate with the CADRE Donations Management Functional Team (led by Goodwill) for management of used household goods, including intake, distribution, as well as the coordination of a voucher system with client case workers. 	EOC Operations Section’s Mass Care Branch, EOC Management Section’s EPIO Branch	
	Collect and provide information, as appropriate within privacy rights, regarding shelter residents to immediate family members outside of the affected area, if not using “Safe and Well”.	EOC Operations Section’s Mass Care Branch	
Step 4: Request additional resources			
	<p>Request emergency supplies and resources for mass care services and distribution from the Parks, Recreation, and Neighborhood Services DOC. If unavailable, the DOC will request from the EOC Operations Section branches and from the EOC Logistics Section.</p> <ul style="list-style-type: none"> Contact the CADRE Duty Officer to request assistance and/or consultation regarding unmet needs. 	Field-level personnel	
	Support the needs of disaster survivors with companion animals/pets with animal resources. Provide information on the location of pets separated from their owners, if known, by working with care locations to publish available information for identification (such as photos, collars, tags, etc.).	EOC Operations Section’s Mass Care Branch, field-level personnel	
	<p>Through the EOC Logistics Section’s Volunteer Branch, request volunteers to assist with mass care operations and/or to establish a donations management system off-site from the shelter.</p> <ul style="list-style-type: none"> Request coordination from the CADRE Donations Management Functional Team (led by Goodwill) and Salvation Army for management of donated goods. 	EOC Logistics Section’s Volunteers Branch	
	Coordinate with the Santa Clara County Public Health Officer to establish processes for providing physical and behavioral health services beyond the provision of basic medical services (first aid). Ensure trained	Santa Clara County Public Health Officer	

Phase	Activity	Responsibility	Status
	<p>personnel are present in shelters sufficient numbers to provide assistance on:</p> <ul style="list-style-type: none"> • Crisis counseling and other supportive services • Medical support exceeding that required for standard first aid • Epidemiological and environmental health activities within shelters 		
	<p>Coordinate with the EOC to ensure that power generation and communications capabilities, if available, are present at each shelter.</p>	<p>EOC Operations Section's Mass Care Branch, Information Technology Department</p>	
	<p>Increased wireless capacity may be useful for supporting external communication. Increased number of power sources may also be useful if electricity is available and residents wish to use portable electronic devices.</p> <ul style="list-style-type: none"> • Telephone and wireless providers may be able to provide mobile/portable equipment to increase communication capabilities. • Mobile/portable power generation may be available to increase the availability of charging areas. 	<p>EOC Operations Section's Mass Care Branch, Information Technology Department</p>	
<p>Step 5: Monitor, track, and share information</p>			
	<p>Provide mass care and shelter usage data to the Parks, Recreation, and Neighborhood Services DOC, if activated, or to the EOC, if not. Data required for accurate response planning and public information (including to the media) may include: number of residents in the morning, number of residents at night, number of residents accessing feeding operations, types of assistance needed, resources needed (including detailed resources for residents, such as clothing or shoes by type and size), support needed for animals, etc.</p>	<p>Field-level personnel</p>	
	<p>Ensure that each shelter has a working system of communications, if available. On-site shelter communications may be delivered through audible announcements and a community bulletin board/wall displays.</p>	<p>Information Technology Department</p>	

Phase	Activity	Responsibility	Status
	<p>Provide case management to shelter residents to connect them with essential services, such as recovery of identification documentation, prescription refills, and re-establishment of government benefits; and recovery services, such as interim, temporary, or permanent housing and business recovery.</p> <ul style="list-style-type: none"> Case management can be provided by appropriate City personnel, requested through the American Red Cross Client Casework team, Emergency Assistance Network (EAN) agencies, and CADRE Disaster Case Management Team. 	<p>EOC Operations Section’s Mass Care Branch, EOC Recovery Section’s Recovery People (1) Branch</p> <p><i>Note: Recovery Section’s Recovery People (1) Branch is staffed by Housing Department</i></p>	
	<p>Coordinate with the EOC Finance and Administration Section to implement predetermined cost accounting measures for tracking overall mass care and shelter personnel, equipment, materials, and other costs that are incurred during emergency response actions. This includes donated materials and volunteer labor, tracked appropriately, that can be applied toward the local match requirement for FEMA public assistance provided for emergency response activities.</p>	<p>EOC Finance and Administration Section</p>	
Phase 3: Continued Response	Step 6: Continue to provide services and monitor, track, and share information		
	<p>Assess the need for additional shelter capacity and initiate safety and damage assessments and building inspections of additional shelter sites. Note: Often, shelter needs surge at day 3 when previously sheltered-at-home populations run out of supplies.</p>	<p>Field-level personnel</p>	
	<p>If additional staff is made available for mass care and shelter operations, either through mutual aid/assistance, professional organizations, Disaster Service Workers (DSWs), trained/skilled volunteers such as CERT, or other means, provide an overview/training and integrate them into mass care and sheltering operations as appropriate. <i>This may be especially useful once shelter operations and a rhythm has been established, so that City personnel can rotate out for other disaster assistance operations, such as a Local Assistance Center.</i></p>	<p>EOC Operations Section’s Mass Care Branch</p>	
	<p>Coordinate with the American Red Cross on subject-matter knowledge to jointly identify additional supplemental facility resources, such as portable</p>	<p>EOC Operations Section’s Mass Care</p>	

Phase	Activity	Responsibility	Status
	restrooms, portable showers, shower tents, portable cloths washing machines, and hygiene stations, and equipment, including portable generators and refrigerators that must be brought on site for shelter operations to make shelter sites habitable, fully functional, and accessible (portable facilities should be 5% accessible at minimum).	Branch, American Red Cross	
	Integrate Santa Clara County services, such as Health and Human Services, into shelter operations to seamlessly provide services to shelter residents and information to county service providers. While an emergency management framework applies to the coordination and management of the incident, all efforts should be made to provide services to disaster survivors in a manner as close to “day-to-day” as possible to reduce stress impacts.	EOC Operations Section’s Mass Care Branch, Operational Area	
	Activate bulk distribution operations when resources for commodity distribution are available. Ensure that distribution operations are in compliance with ADA law and consistent with the City’s inclusivity principles. Consult with an ADA Specialist to ensure that the commodity distribution is appropriately set up to accommodate people with disabilities and those with access and functions needs with additional assistance or escorts, appropriate curb cuts and lane widths, translated and pictorial signage, and other means.	EOC Operations Section’s Mass Care Branch, PRNS, PBCE, DPW, Housing Department	
	Establish a Multi-Agency Coordination (MAC) Group for shelter operations, as needed.	EOC	
	If American Red Cross assumes responsibility for shelter operations, coordinate information and case management with them to the extent possible within mutually agreed upon guidelines and with consideration for shelter resident privacy.	American Red Cross	
	Continue to assess the provision of services to residents with disabilities and others with access and functional needs to ensure that their needs are being met adequately and equitably.	EOC Operations Section’s Mass Care Branch	
	Monitor the burn rate for mass care and shelter supplies and request additional resources.	EOC Operations Section’s Mass Care Branch	

Phase	Activity	Responsibility	Status
	If additional generators or fuel are needed to support shelter and mass care operations, request from the EOC.	EOC Operations Section's Mass Care Branch	
	If shelter residents' housing is habitable, coordinate or assist with the return of evacuees. When transitional, interim, temporary, or other housing is identified for displaced shelter residents, assist with relocation.	EOC Operations Section's Mass Care Branch, EOC Recovery Section's Recovery People (1) Branch	
	Continue to monitor shelter occupancy and provide status reports to the EOC containing: the number of people sheltered (morning and evening count); the status of supplies; any unmet needs or anticipated unmet needs; and a daily listing of open and closed shelters and other mass care sites.	EOC Operations Section's Mass Care Branch	
	Coordinate the provision of added staff, relief staff, and the replenishment of shelter supplies.	EOC Operations Section's Mass Care Branch	
	Support people who choose not to use shelters by providing information and bulk supplies to the extent possible.	EOC Operations Section's Mass Care Branch, EOC Management Section's EPIO Branch	
	Coordinate with American Red Cross to share systems for tracking displaced residents and re-unifying households, in accordance with privacy rights of shelter residents.	EOC Operations Section's Mass Care Branch, American Red Cross	
	Refer shelter populations to the appropriate federal, state, and local benefits claims (e.g. Social Security, veteran's benefits, disaster unemployment assistance, and federal tax refunds).	EOC Operations Section's Mass Care Branch, EOC Recovery Section's Recovery People (1) Branch	
	Assess interim housing needs.	EOC Operations Section's Mass Care Branch, EOC Recovery Section's Recovery People (1) Branch	
	Initiate development of an interim housing strategy that describes interim housing options, including low-income and temporary rental programs.	EOC Operations Section's Mass Care Branch, EOC	

Phase	Activity	Responsibility	Status
		Recovery Section's Recovery People (1) Branch	
	Coordinate local interim housing operations with state and federal governments through formation of a State-coordinate housing task force (referred to in FEMA plans as the state-led housing task force [SLHTF]).	EOC Operations Section's Mass Care Branch, EOC Recovery Section's Recovery People (1) Branch	
	Support federal registration for individual housing assistance.	EOC Recovery Section's Recovery People (1) Branch	
	Work with the local departments, county agencies, and applicable state agencies to assist in determining extended sheltering needs.	EOC Operations Section's Mass Care Branch	
	Coordinate the consolidation of shelters, staff, resources, and supplies as sheltering needs diminish.	EOC Operations Section's Mass Care Branch	
Phase 4: Short-Term Recovery	Maintain ongoing situational awareness of shelter activities.	EOC Operations Section's Mass Care Branch	
	Monitor and coordinate the capabilities of departments, vendors, and other organizations to support shelters and displaced residents.	EOC Operations Section's Mass Care Branch	
	Attend and provide situation briefings and updates at CADRE coordination meetings/conference calls, as available and needed to coordinate.	EOC Operations Section's Mass Care Branch	
	Monitor the status of shelter residents transitioning to temporary housing to continue case management.	EOC Operations Section's Mass Care Branch	
	Fully integrate resources for people with access and functional needs, animals, and resupply of shelters and distribution sites that support people outside shelters.	EOC Operations Section's Mass Care Branch, PRNS, PBCE, DPW, Housing Department	
	Identify opportunities to close and/or consolidate shelters and return residents to homes or other available housing.	EOC Operations Section's Mass Care Branch	
	Initiate coordination with the Recovery Section to develop plans for community recovery, housing recovery, and economic recovery.	EOC Operations Section's Mass Care Branch, EOC Recovery Section's	

Phase	Activity	Responsibility	Status
		Recovery People (1) Branch	
	Provide information to the Public Information Officer (PIO) for messaging regarding access to disaster assistance programs and services that can be accessed at the Local Assistance Center. Additional information regarding Local Assistance Center organization and operation can be found in the Recovery Support Annex .	EOC Operations Section's Mass Care Branch, EOC Management Section's EPIO Branch	
	Draft recommendations for the After-Action Reports and other reports as appropriate.	EOC Operations Section's Mass Care Branch	
Phase 5: Long-Term Recovery	Work with appropriate departments and agencies to coordinate intermediate-term/transitional housing for disaster survivors who cannot move back to their normal living arrangements due to disaster-related damage. Priority populations include individuals or households with access or functional needs that require a specific type or location of housing.	EOC Recovery Section's Recovery People (1) Branch	
	Assist the EOC Recovery Section with identifying short- and long-term housing needs of disaster survivors.	EOC Recovery Section's Recovery People (1) Branch	
	Return the sheltering or mass care facilities to their original condition upon closing.	PRNS, EOC Operations Section's Mass Care Branch	
	Document shelter and mass care operating costs in compliance with state and federal reimbursement programs.	PRNS, EOC Operations Section's Mass Care Branch, EOC Recovery Section's Recovery People (1) Branch	

ASSIGNMENT OF RESPONSIBILITIES

This section outlines roles and responsibilities specific to mass care and shelter by City department, in addition to the roles outlined in the EOP. Roles and responsibilities for external entities are also outlined. City departments and external partners may also make or be asked to make contributions in addition to what is described below.

A. City Department Responsibilities

In addition to continuing to provide essential services, responding departments will also be expected to perform the activities described below during an emergency or disaster. If required, departments will assign personnel and resources to support mass care and shelter operations in the field and at the City's EOC.

Departments are expected to develop supporting plans and procedures to help them meet the roles and responsibilities outlined below. Departments may direct their staff to obtain additional training to support mass care and shelter efforts. A staff training database will be maintained and updated.

The **Department of Parks, Recreation, and Neighborhood Services (PRNS)** will:

- Serve as the primary department for mass care and shelter planning and response.
- Delegate and/or coordinate responsibilities for mass care and shelter planning, preparedness, response, and recovery activities to supporting departments and external entities as appropriate.
- Lead and staff the EOC Operations Section's Mass Care Branch.
- If American Red Cross and other non-governmental relief agencies are not available to serve, the Mass Care Branch will arrange for the opening and operation of mass care facilities until these organizations are available to serve.
- Coordinate American Red Cross-provided training, staffing, and management of all shelter operations for the City of San José.
- Develop and maintain a roster of PRNS personnel with shelter training (staff and management).
- Lead the Mass Care and Shelter Workgroup, develop a workgroup work plan, and delegate work plan tasks.
- Provide leadership in directing, coordinating, and integrating citywide efforts to provide mass care and shelter assistance to displaced populations.
- Coordinate with American Red Cross and other providers to identify and assess/survey potential shelter locations and provide a list of facilities with shelter capabilities and accessibility information to the EOC.
- Maintain Facility Use Agreements with third-party facility owners, such as school districts and faith-based organizations, for use of their facilities as disaster shelters.
- Coordinate with the Housing Department, Planning, Building and Code Enforcement Department, and Public Works Department to ensure compliance with ADA.
- Coordinate the memorandum of understanding (MOU) with American Red Cross and manage the relationship.
- Activate the Parks, Recreation and Neighborhood Services DOC.

- Request participation from supporting departments and partner organizations in the Parks, Recreation and Neighborhood Services DOC, if needed.
- Coordinate mass care and shelter related information and resources.
- Provide personnel for shelter operations.
- Provide personnel for mass care operations, such as for feeding or bulk commodity distribution.
- Work with appropriate City departments (such as City Attorney, Information Technology, Immigrant Affairs, Police Department, and others) on developing and implementing a registration process and tools to be used in mass care activities, including shelters. Coordinate with American Red Cross to ensure that a single registration system can be used that will make registrant information available to the City for case management and service provision.
- Coordinate and manage the shelter registration process, when the City is operating and managing mass care and shelter operations.
- Coordinate resources for human services support (e.g., therapeutic services, senior services, etc.)
- Coordinate with the EOC Logistics Section's Procurement Branch to ensure adequate security services at shelter sites.
- Coordinate support for Family Camp at Yosemite to ensure participants have access to mass care services, that debris is managed appropriately, and other obligations.
- Provide information to the PIO regarding mass care and shelter operations to disseminate to the public through appropriate channels and in formats to benefit the whole community, including accessible and appropriately translated formats.
- Provide customer service in the form of hotlines, outreach, or other forms of public interface as appropriate to community center/recreation personnel.
- Coordinate with an ADA Specialist and subject-matter experts on the needs of those with access and functional needs to identify shelter locations and resources within the City of San José to support mass care and sheltering of individuals with disabilities and other access and functional needs.
- Coordinate with appropriate providers regarding animal care issues at mass care and shelter facilities.
- Establish documentation process, in coordination with Finance/Administration Section to ensure accurate and complete documentation of all activities, receipts, volunteer, donations, labor, and equipment usage.
- Identify personnel responsible for documentation at all or each shelter sites.
- Ensure all volunteers that will be servicing mass care and/or sheltering efforts have completed and cleared any necessary background checks.
- Ensure resources and materials are available in sufficient quantities at shelter locations, including the following items:
 - Forms for shelter inspection and activation
 - Shelter management and administration supplies
 - List of shelters with the contacts for each shelter manager as available
 - List of all food providers and contact information, including bulk providers and food pantries
 - List of all hospital and ambulance services with contact information

- List of locations of all mass feeding sites and contact information for managers
- Commodity bulk distribution locations and operating information

The City Manager’s Office will:

- As the Director of Emergency Services, provide overall authority and leadership during emergency operations.
- As the lead office for Recovery, monitor mass care and sheltering operations and provide leadership to ensure fast and effective transition to long-term housing recovery operations.
- Make policy recommendations and/or decisions.
- PIO resources from the City Manager’s Office of Communications serve as the primary Emergency PIO and will support care and shelter operations with public information dissemination services.

The Office of Emergency Management (OEM) will:

- Activate the EOC.
- Coordinate training and exercise for mass care and shelter activities.
- Provide coordination and support to other departments and offices as necessary.
- Support the identification of shelters and transportation services.
- Provide public information and updates to PIO, including first responders and mutual aid resources, involved in mass care and sheltering operations.
- Coordinate resource needs for the City with the Santa Clara County Operational Area, Cal OES, and FEMA.
- Support planning efforts related to mass care and shelter, including planning for individuals with disabilities and others with access and functional needs. Work with the Collaborating Agencies' Disaster Relief Effort (CADRE) Access and Functional Needs team leads, Silicon Valley Independent Living Center, the San Andreas Regional Centers, and other services and organizations that serve individuals with access and functional needs, as needed and appropriate.

The Housing Department will:

- Staff the EOC Operations Section’s Mass Care Branch and/or Recovery Section’s Recovery People (1) Branch, as circumstances require.
- Coordinate with the Parks, Recreation and Neighborhood Services Department, Planning, Building and Code Enforcement Department, and Public Works Department to ensure compliance with ADA.
- Assist displaced disaster survivors with housing-related case management until shelter residents are placed in housing.
- To the extent possible, assist unhoused persons displaced by the disaster with housing options, as part of the department’s Homeless Concerns mission and operations.
- Utilize existing resources and staff to assess temporary housing needs, coordinate with appropriate partners, and track next steps.
- Assist the EOC Recovery Section with identifying short- and long-term housing needs of disaster survivors.

- Consider the need to accommodate pets in the housing needs of disaster survivors, as appropriate.
- Provide a housing resource list to the EOC and shelter manager.
- Provide support for the closure of shelters and the movement of shelter populations from shelters into temporary housing.
- Arrange for the activation and release of an emergency housing response.
- Develop and establish a process and means of electronic communication with displaced disaster survivors regarding housing needs and requests.

The **Department of Public Works (DPW)** will:

- Staff the EOC Operations Section’s Public Works Branch and Recovery Section’s Infrastructure Branch, as necessary.
- Coordinate with the Parks, Recreation, and Neighborhood Services Department, Housing Department, and Planning, Building, and Code Enforcement Department to ensure compliance with ADA by providing evaluation of potential shelter sites for structural and accessible requirements.
- Perform safety assessments of proposed shelter sites to ensure they can be safely occupied after an incident within 24 hours of incident, or as early as practicable. Perform additional safety assessments as necessary throughout the incident.
- Requests additional safety assessment resources through the State Safety Assessment Program (SAP) when necessary due to volume of damage.
- Provide coordination and support to other departments as necessary.
- Provide, via contract, an ADA Specialist to ensure the engineering and configuration of shelter or other mass care sites is appropriate for use for residents with disabilities and others with access and functional needs.
- The Animal Care and Services division will coordinate the evacuation and sheltering of companion animals/pets (including in general population shelters and separate facilities) and provide additional support for service animals at general population shelters.
- If not sheltered together, the Animal Care and Services division will, using available resources, establish companion animal/pet shelters in proximity to general population shelters, such as trailers with kennels.

The **Department of Transportation (DOT)** will:

- Staff the EOC Operations Section’s Transportation Branch.
- Provide transportation support and coordination for movement between evacuation sites, pickup points, shelter sites, and other support services locations that may be available to people in shelters.
- In limited incidents, such as heavy storms immediately displacing populations may provide very short-term shelter in transportation vehicles while evacuation centers or emergency shelters are set up.

The Human Resources Department / Office of Employee Relations will:

- Staff the EOC Logistics Section and branches as needed, such as the Personnel Branch.
- Manage aspects of personnel assignment in support of mass care and shelter.
- Maintain records of personnel skilled to provide various types of assistance, including translation or interpretation services.
- Manage Disaster Service Workers and swear in affiliated volunteers for integration into the City's emergency response.
- Swear in spontaneous/unaffiliated volunteers (preferably in groups where they can receive just-in-time training).
 - Note: City staff that hold the title of Division Manager or above can swear in volunteers. In addition to this, all staff with the Office of Employee Relations can swear in volunteers.
- Provide personnel to staff shelters or mass feeding or distribution operations.
- Coordinate and provide volunteers to mass care and shelter operations.

The Police Department will:

- Staff the EOC Operations Section's Law Branch.
- Provide security at evacuation points, pickup points, and shelter locations, as needed.
- Coordinate security and force protection at all mass feeding and supply distribution site as necessary.
- Provide information regarding known sex offenders and other certain parolees who should be housed in separate mass care facilities for community safety, in coordination with the Sheriff's Office.

The Fire Department will:

- Staff the EOC Operations Section's Fire and Rescue Branch.
- Provide fire safety and capacity inspections at shelters as requested via Fire Marshal or other appropriate personnel.

The Office of the City Attorney will:

- Staff the position of Legal Officer in the EOC Management Section.
- Provide general legal oversight of the City's mass care and shelter operations.
- Provide subject matter expertise on ADA compliance to offer guidance regarding accommodation and discrimination in emergency sheltering.
- Provide subject matter expertise on civil rights to offer guidance on issues like shelter curfews.

The Department of Planning, Building and Code Enforcement (PBCE) will:

- Staff appropriate EOC Operations Section and Recovery Section branches.
- Provide subject matter expertise on code enforcement to offer guidance on relaxing shelter habitability standards as needed.

- Coordinate with the Parks, Recreation and Neighborhood Services Department, Housing Department, and Public Works Department to ensure compliance with ADA by providing evaluation of potential shelter sites for structural and accessible requirements.

The **San José Public Library** will:

- Provide customer service to shelter residents when activated. This may include participating in the shelter, mass care site, family reunification center, DDOs, bulk commodity distribution site, or other operations to help shelter residents connect with support services.
- Provide multilingual interpretation services as available.
- Provide care of minors in shelters as appropriate.

The **Department of Information Technology** will:

- Staff the EOC Logistics Section’s Information Technology Support Branch.
- Assist Parks, Recreation and Neighborhood Services Department with identifying technology and communications needs for shelter and mass care operations and identify resources or vendors to expand services.
- Provide technology and communications support, including expanding the scope of services and bandwidth, for responding to mass care and sheltering issues, among others.

B. External Partner Responsibilities

The following external entities may provide support, services, situation reports, information, and/or resources to the City of San José, based on their expected roles and responsibilities and availability. The City must request state and federal resources through coordination with the Santa Clara County Operational Area.

Special Districts

SEMS treats special districts as units of local government, maintaining their own operations and coordinating with the local government (city, county) levels, as appropriate based on their jurisdiction and the geographic service boundaries. Special districts serving the City of San José include the following school districts:

- | | |
|---|--|
| 1. Alum Rock Union Elementary School District | 9. Franklin-McKinley Elementary School District |
| 2. Berryessa Union Elementary School District | 10. Fremont Union High School District |
| 3. Cambrian School District | 11. Los Gatos-Saratoga Joint Union School District |
| 4. Campbell Union High School District | 12. Luther Burbank School District |
| 5. Campbell Union School District | 13. Metro Education School District |
| 6. Cupertino Union School District | 14. Moreland School District |
| 7. East Side Union High School District | 15. Morgan Hill Unified School District |
| 8. Evergreen Elementary School District | 16. Mount Pleasant Elementary School District |

17. Oak Grove Elementary School District
18. Orchard Elementary School District
19. San José Unified School District

20. Santa Clara Unified School District
21. Union Elementary School District

School Districts serving the City of San José will:

- Provide facilities to respond to mass care and shelter needs, as appropriate.
- Be responsible for any students who are already in the care of the School District when the incident occurs.

In addition to the school districts above, San José has a large number of charter and private schools.

Santa Clara County

The City will coordinate with the County during mass care and shelter planning and operations.

Santa Clara County Office of Emergency Services will:

- Coordinate county resources with the City's EOC based on the resource request process.
- Provide information and fill resource requests to support the City.

Santa Clara County Department of Public Health and Behavioral Health Department will:

- Provide public health oversight for shelters especially for communicable diseases and behavioral health services, such as trauma/crisis counseling. Monitor and evaluate the health status of the shelter population in order to prevent the spread of communicable disease within the Operational Area to fulfill City of San José requests. Monitor crisis counseling requests.
- Maintain the Medical Volunteers for Disaster Response Program (MVDR) of Santa Clara County registry and activate medical health professionals for public health related tasks in an emergency.
- Conduct inspections as needed or required to ensure food safety within shelters.
- Provide mutually agreed upon medical and behavioral health services in the shelter within the Operational Area to fulfill City of San José requests.
- Provide public health and sanitation oversight for shelters, including periodic health and sanitary inspections of each opened shelter within the Operational Area to fulfill City of San José requests.
- Provide public health nursing services to shelter residents within the Operational Area to fulfill City of San José requests.

Santa Clara Emergency Medical Services Agency will:

- Provide a Medical Health Operational Area Coordinator (MHOAC). The MHOAC is responsible for monitoring, ensuring, and procuring medical and health resources during a local emergency or disaster, and is authorized to submit and respond to medical and health requests for resources outside of the Operational Area. The MHOAC for Santa Clara County is the Emergency Medical Services (EMS) Director.

Santa Clara County Social Services Agency will:

- Provide social service oversight for shelters within the Operational Area to fulfill City of San José requests.

- Coordinate programs for child care, General Assistance, Medi-Cal, Housing Assistance, Food Stamps, Supplemental Security Insurance (SSI), Social Security Disability Insurance (SSDI) and In-Home Support Services (IHSS) within the Operational Area to fulfill City of San José requests.

Santa Clara County Office of Supportive Housing will:

- Provide information, services, and resources for shelter, rental assistance, and connecting to long-term housing to extremely low income/special needs households.

Regional Partners

Santa Clara County Housing Authority can:

- Coordinate re-location of displaced persons that are a part of Santa Clara County Housing Authority programs.
- Participate in State-Coordinated Disaster Housing Task Force to identify gaps in state and federal housing capabilities and possible solutions, and to develop a post-disaster housing strategy.
- Provide strategic guidance and insight into post-disaster housing challenges and resources.

Santa Clara Valley Transportation Authority can:

- Provide transportation resources, including vehicles and operators, to assist with mass care and shelter operations, including transportation from pick-up points to evacuation center(s) and shelter site(s).
- Provide paratransit resources.
- In limited circumstances, vehicles can also serve as *very* temporary shelters, such as in instances of severe storms, when evacuation/shelter facilities are not yet open.

State of California

The City of San José must request state resources through the Santa Clara County Operational Area.

California Governor’s Office of Emergency Services will:

- Upon request and based on available resources, send an Agency Representative to the City EOC if the Operational Area EOC is not activated. An Agency Representative may be deployed to the City EOC when the Operational Area is activated, if necessitated by incident exigencies.
- Provide technical assistance through the appointment of a State Voluntary Agency Liaison, if necessary.
- Coordinate all mutual aid requests from the Operational Area for the shelter(s) within the City of San José.
- Process all resource requests from the Operational Area to fulfill City of San José requests.
- Provide limited caches of equipment such as accessible cots, Durable Medical Equipment (DME) and Consumable Medical Supplies (CMS) to support shelter residents with access and function needs within the Operational Area to fulfill City of San José requests.
- Provide a combination of government and nongovernment staff to conduct functional assessments as people with needs arrive at general population shelters, so that they can remain at the site.

- Through the MHOAC, coordinate requests for DME and CMS for shelter residents with functional needs upon request, after local resources are exhausted.

California Health and Human Services Agency can:

- Provide state support at the shelters within the Operational Area to fulfill City of San José requests.

California Department of Public Health can:

- Coordinate with the Emergency Medical Services Authority (EMSA) to provide services for people with medical needs beyond those that can be handled in general population shelters within the Operational Area to fulfill City of San José requests.
- Support the Santa Clara County Department of Public Health in monitoring the sanitation of shelter sites, the health of shelter residents, and the safety of food, water, drugs, medical devices, and other consumer products in affected areas within the Operational Area to fulfill City of San José requests.

California Department of Social Services can:

- Provide transportation, if requested and if available, from shelters to hospitals or other nonemergency care facilities within the Operational Area to fulfill City of San José requests.
- Coordinate the Functional Assessment Service Team (FAST) program to provide trained personnel to conduct functional assessments of people with disabilities and others with access and functional needs to determine what resources are needed so that an individual can remain in the general population shelter.
- Administer the Emergency Food Assistance Program to eligible households and Congregate Feeding Agencies.
- Administer the CalFresh Program (also known as the Disaster Supplemental Nutrition Assistance Program [D-SNAP]) to meet the temporary nutritional needs of victims following a natural disaster.

California National Guard can:

- Assist the Operational Area with the delivery and distribution of resources within the City of San José as requested by the City of San José through the Operational Area.

Federal Agencies

Federal resources must be requested by California Governor’s Office of Emergency Services, through Santa Clara County with a Presidential declaration.

Federal Emergency Management Agency can:

- As the primary agency for federal Emergency Support Function #6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services, responsible for identifying initial needs and ensuring that the requested and necessary support is in place for ESF #6 support agencies to execute their missions, including requests for assistance, activation of pre-scripted mission assignments, and issuance of mission assignments.

- Administer individual assistance programs including the Individual and Households Program, Crisis Counseling, Other Needs Assistance, and the Cora Brown Fund.
- Assist Cal OES in supporting all federal resource requests within the Operational Area to fulfill City of San José requests.
- Convenes and coordinates activities of regional ESF #6 support agencies.
- Provide technical assistance to designated State lead agencies, as needed.
- Provide public health and medical support under federal ESF #8 – Public Health and Medical.

Department of Agriculture can:

- Locate and secure supplies of food, including federally owned surplus foods, to supplement those in the disaster area.
- Provide statistics on the quantities and locations of food furnished by the Food and Nutrition Service (FNS).
- Provide other food and nutritional assistance in accordance with federal ESF #11 – Agriculture and Natural Resources.
- Provide emergency food stamps.

Department of Health and Human Services can:

- Expedite claims for new Federal benefits.
- Ensure continuity of services to beneficiaries, such as Medicaid, Temporary Assistance to Needy Families, Child Care, etc.
- Support States hosting relocated populations by extending existing programs and benefits or taking other actions as needed, consistent with program authorities.
- Provide support and consultation to the primary agency in the development and provision of case management services, to include advocacy services.

Department of Housing and Urban Development can:

- Provide access to and information on available habitable housing units, including housing units accessible to individuals with disabilities, owned, or in Housing and Urban Development (HUD) possession, within or adjacent to the incident area for use as temporary housing.
- Ensure that disaster victims who were receiving Section 8 Rental Assistance vouchers prior to the disaster are reintegrated into that program.
- Provide available HUD staff to assist when needed with mass care and housing operations.
- When requested and funded by FEMA, administer the Disaster Housing Assistance Program for eligible applicants.
- Provide housing resources for individuals certified as eligible for long-term housing.
- Provide access to housing counseling services.
- Provide enforcement of the Fair Housing Act and compliance with other civil rights statutes.

Department of Labor can:

- Administer Disaster Unemployment Assistance (DUA) program for individuals whose employment or self-employment has been lost or interrupted as a result of a major disaster declared by the President.

- Through the Occupational Safety and Health Administration, provide technical assistance related to worker safety and health issues.

Internal Revenue Service can:

- Assist victims with filing claims for tax refunds.
- Provide tax information and assistance.
- Distribute disaster kits containing tax forms and publications to help victims determine the amount of a causality loss deduction for destroyed property.
- Provide information on ways to reconstruct destroyed financial records.
- Provide copies or transcripts of previously filed tax returns free of charge to taxpayers located in the federally declared disaster area.
- May postpone tax deadlines to provide extra time to file and pay before assessing any penalty or additional amount to the tax. Interest may be abated for the period of time for which an extension of time to file tax returns and pay taxes is granted because the individual or business is located in a Presidentially declared disaster area.
- Execute agreement to supplement DHS/FEMA’s tele-registration capabilities.

Small Business Administration can:

- Provide low-interest, long-term disaster loan assistance for qualified homeowners and renters, nonagricultural businesses of all sizes, and nonprofit organizations to fund the repair and replacement of disaster-damaged property.
- Provide loan funds that also may include money for such things as relocation, mitigation, refinancing of existing liens, code-required upgrades, and one-year insurance premiums.

U.S. Army Corps of Engineers can:

- Fulfill mass care requirements for ice and water in coordination with federal ESF #6.
- Provide assistance by inspecting mass care shelter sites to ensure suitability and accessibility of facilities to safely shelter victims.
- Provide assistance in constructing temporary shelter facilities, including accessible shelters, in the affected area, as required.
- Provide temporary housing support, such as temporary structures and expedited repair of damaged homes (to include temporary roofing or other repairs that facilitate reoccupation of minimally damaged structures), as necessary.

Department of Veteran’s Affairs can:

- May provide for food preparation and stockpiling in its facilities during the incident.
- Provide for the provision of medical supplies and services
- Provide medical workers to augment health services personnel to support mass care operations, as appropriate.
- Provide available facilities suitable for mass shelter.

- Administer the laws providing benefits and other services to veterans and the dependents and beneficiaries of veterans.
- During incident operations, provide emergency healthcare services to veteran beneficiaries in VA medical facilities, to active duty military personnel, and, as resources permit, to civilians in communities affected by national security emergencies. Contributes to emergency support functions, including providing remedial infrastructure restoration, mass care services, resource (logistic) support, and health and medical services.
- Work with lenders concerning foreclosure/waiver/underwriting/credit protection flexibilities related to VA-issued home loans.
- Provide assistance to veterans affected by disasters to help them avoid defaulting on existing home mortgages and/or foreclosure on their homes, as well as assistance for veterans with disabilities to retrofit their homes with necessary accessibility measures (e.g., wheelchair ramp).

Nonprofit Organizations / Other

After a disaster the need and demand for social and human services increases exponentially. The staff, facilities, and resources of service provider organizations may be directly affected, further limiting their capacity to respond to increased need. CBOs and FBOs can offer invaluable support during mass care operations and often have close ties to the communities and neighborhoods they serve.

American Red Cross will:

- Support the City of San José in activating, managing, and/or running emergency shelters to respond to incident needs.
- Commit resources to mass care and shelter operations.
- Share information regarding shelter registrants with the City for situational awareness and case management purposes to the fullest extent possible allowed by shelter resident preferences on the sharing of their personal information.

Collaborating Agencies' Disaster Relief Effort (CADRE) can:

- As the local Voluntary Agencies Active in Disaster (VOAD) for Santa Clara County, establish a network of participating private nonprofit organizations to support the community in a disaster through the following functional teams: Access and Functional Needs, Food Sourcing and Distribution, Mental Health, Donations Management, Case Management.
- Act as a point of contact for nonprofit organizations and volunteers that work in disasters.
- Coordinate information and resources available from participating organizations.
- Assist with coordinating the relationship between the City of San José and participating organizations to obtain goods, services, and financial assistance to meet long-term recovery needs of survivors.
- Connect the City with programs and organizations that can provide volunteers to support mass care and shelter operations.

Second Harvest Food Bank may:

- Assist in feeding operations by providing food, volunteers, food management, food handling, serving food, and food cleanup.
- Assist with food services for delivery and special dietary concerns within the Operational Area to fulfill City of San José requests.
- Provide coordination for food bank volunteers for food service and delivery within the Operational Area to fulfill City of San José requests.

Other community- and faith-based organizations can:

- Provide advocacy, information, volunteers, strategic guidance, resources, and direct assistance to support survivors
- Coordinate with the City's recovery organization to identify recovery needs, strategies, and priorities.

AUTHORITIES & REFERENCES

The following agreements, procedure, plans, and guidelines apply to the execution of mass care and shelter activities:

Federal:

- United States Congress mandates by congressional charter the American Red Cross to undertake activities for the purpose of mitigating the suffering caused by natural disasters and other emergencies.
- National Response Framework, 2008. Sets forth roles and responsibilities of Federal and certain non-Federal entities after catastrophes overwhelm State and local government. Mass Care is found in the Emergency Support Function (ESF) #6.
- FEMA Guidance on Planning for Integration of Functional Needs in General Population Shelters, 2010
- Americans With Disabilities Act of 1990, as amended
- Civil Rights Act of 1968
- Individuals with Disabilities in Emergency Preparedness (Executive Order 13347)
- Pets Evacuation and Transportation Standards Act of 2006
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.

State:

- Accessibility to Emergency Information and Services (CA Gov. Code §8593.3)
- California Health and Safety Code Sections 101025, 101030, 101040 and 101080
- Health and Safety Code Section 34070 –34072 authorizes the provision of shelter to people who become homeless as the result of natural disasters
- California Civil Code, section 1714.5169 provides that the State of California, its political subdivisions, and disaster service workers, which own, maintain, or are working in a building that is being used as a shelter or mass care center following a disaster, generally cannot be held liable for injuries sustained by people seeking shelter.
- California Disaster Assistance Act (CDAA) authorizes state financial assistance for recovery efforts to counties, cities, and special districts after a director’s concurrence with a local emergency, Governor’s state of emergency proclamation, or a presidential declaration of an emergency or major disaster.

Local:

- Memorandum of Understanding with the Unified School District
- Memorandum of Understanding with American Red Cross

APPENDIX A: Acronyms and Glossary

The following list of acronyms represents a list used in this annex, it is not meant to be an exhaustive list, especially in cases of City department name acronyms commonly used. Throughout this annex, full department names are used whenever possible and contextual. However, in limited cases, acronyms are used.

Acronyms

ACS	American Community Survey
ADA	Americans with Disabilities Act
AFN	Access and Functional Needs
ASL	American Sign Language
CADRE	Collaborating Agencies' Disaster Relief Effort
Cal OES	California Governor's Office of Emergency Services
CBO	Community-based organization
City	City of San José
C-POD	Commodity Point of Distribution
DOC	Department Operations Center
DOT	(San Jose) Department of Transportation
DPW	(San Jose) Department of Public Works
DSW	Disaster Service Worker
EAN	Emergency Assistance Network
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FAST	Functional Assessment Service Team
FBO	Faith-based organization
ICS	Incident Command System
MAC Group	Multi-Agency Coordination Group
MHOAC	Medical Health Operational Area Coordinator
MOU	Memorandum of Understanding
MVDR	Medical Volunteers for Disaster Response Program
OEM	(San Jose) Office of Emergency Management
PIO	Public Information Officer
PRNS	(San Jose) Parks, Recreation and Neighborhood Services Department

SEMS
VOAD

Standardized Emergency Management System
Voluntary Organizations Active in Disaster

Glossary

Access and functional needs	Access and functional needs are defined by Cal OES as individuals who are or have: Physical, developmental or intellectual disabilities; Chronic conditions or injuries; Limited English proficiency; Older adults; Children; Low income, homeless and/or transportation disadvantaged (i.e., dependent on public transit); and pregnant women.
Accessible	Encompassing the legally required features and/or qualities that ensure entrance, participation, and usability of places, programs, services, and activities by individuals with disabilities and others with access and functional needs.
Accessible communication	Providing content in methods that are understandable and usable by people with limited or no ability to speak, see, or hear, those who experience limitations in learning or understanding, and those with limited English proficiency.
Feeding	The provision of food, snacks, and hydration to the affected population and emergency workers.
Mass care	The actions that are taken to protect evacuees and other disaster survivors from the effects of the disaster. Activities include providing temporary shelter, food, medical care, clothing, and other essential life support needs to those people that have been displaced from their homes because of a disaster or threatened disaster.
Medical equipment, durable	Equipment that corrects or ameliorates a medical condition or functional disability. Examples include wheelchairs, scooters, canes, white canes, walkers, shower chairs, commode chairs, raised toilet seats, oxygen equipment, nebulizer tubing and machines, sight assistance, communications and reading equipment, and speech generating devices. DME can withstand repeated use by recipient.
Personal care provider	Any person who provides assistance to an individual with functional needs to complete activities of daily living, such as toileting, bathing/showering, dressing, eating, walking, etc. This person can be a family member, volunteer, or hired assistant. Many people with disabilities and older adults utilize In-Home Supportive Services (IHSS) to provide financial assistance to maintain personal care attendants. IHSS refers to personal care attendants as “chore providers.”
Pet	A domesticated animal, such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than commercial purposes, can travel in commercial carriers, and be housed in temporary facilities.
Pictogram diagram/signage	A picture representing a word or idea; also referred to as a pictograph.
Qualified interpreter	An interpreter who is able to interpret effectively, accurately, and impartially both receptively and expressively, using any necessary specialized vocabulary.

Service animal

Any dog that is individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability. Service animals are not pets. Requirements of service animal licensing or permits are prohibited under ADA.

Shelter

The provision of life-sustaining services in a safe, sanitary, and secure environment for survivors who have been affected by disasters and people who evacuate before a disaster strikes.

APPENDIX B: Recommended Training

The following courses listed in **Table B-1** are a selection of recommended trainings generally available to those who may serve in roles relative to the performance of mass care and shelter tasks and activities. This list is not meant to be comprehensive or exhaustive, but rather provides guidance based on best practices and generally available resources. Many courses can be completed online as part of an independent study curriculum.

Table B-1. Recommended Training

Course	Source
IS-100.b Introduction to Incident Command System	https://training.fema.gov/is/courseoverview.aspx?code=IS-100.b
IS-700.a National Incident Management System (NIMS), An Introduction	https://training.fema.gov/is/courseoverview.aspx?code=IS-700.a
IS-200.b ICS for Single Resources and Initial Action Incidents	https://training.fema.gov/is/courseoverview.aspx?code=IS-200.b
IS-800.b National Response Framework - An Introduction	https://training.fema.gov/is/courseoverview.aspx?code=IS-800.b
Cal OES/CSTI SEMS/NIMS Combined Course (Curriculum as of January 2015 or later)	California Specialized Training Institute (CSTI)
Cal OES/CSTI Essential Emergency Management Concepts Course	CSTI
IS-230.d Fundamentals of Emergency Management	https://training.fema.gov/is/courseoverview.aspx?code=IS-230.d
ICS-300/MGT904 Intermediate ICS for Expanding Incidents	Classroom course
MGT346 EOC Operations and Planning for All Hazards	https://teex.org
IS-368 or G-197 or L-197 or CA-056-RESP Including People with Disabilities & Others with Access & Functional Needs in Disaster Operations	https://training.fema.gov/is/courseoverview.aspx?code=IS-368
ICS-400/MGT905 Advanced ICS	Classroom course

Course	Source
IS-806 Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing & Human Services	https://training.fema.gov/is/courseoverview.aspx?code=IS-806
IS-808 Emergency Support Function (ESF) #8- Public Health and Medical Services	https://training.fema.gov/is/courseoverview.aspx?code=IS-808
IS-29 Public Information Officer Awareness	https://training.fema.gov/is/courseoverview.aspx?code=IS-29
IS-42 Social Media in Emergency Management	https://training.fema.gov/is/courseoverview.aspx?code=IS-42
G-191 ICS/EOC Interface	State/Local/Tribal Field Course
G-290 Basic Public Information Officer	State/Local/Tribal Field Course
L-197 Integrating Access and Functional Needs into Emergency Management	Resident course
American Red Cross, Shelter Operations Course	American Red Cross
American Red Cross, Shelter Manager Course	American Red Cross
American Red Cross, Basic Food Safety Course	American Red Cross
IS-10.a Animals in Disasters: Awareness and Preparedness	https://training.fema.gov/is/courseoverview.aspx?code=IS-10.a
IS-366 Planning for Children	https://training.fema.gov/is/courseoverview.aspx?code=IS-366.a
IS-111.a Livestock in Disasters	https://emilms.fema.gov/is111a/index.htm
IS-2900 National Disaster Recovery Framework (NDRF) Overview	https://training.fema.gov/is/courseoverview.aspx?code=IS-2900
G108 Community Mass Care and Emergency Assistance	Classroom course (CSTI)
CDSS FAST Training/Leadership Course	Classroom course
International Animal Welfare Training Institute (IAWTI) Animal Shelter Course	Classroom course

APPENDIX C: EOC Tools and Resources

The following tools and resources may be developed or implemented in the EOC to assist in the mass care and shelter services function:

- District Community Profiles
- Registries
- Shelter resident registration/tracking system
- Shelter resident case management system
- Goods donations request system for shelter residents to streamline donations of goods
- GIS tools to show multiple mass care facilities and services on screen with information about the communities they serve