

## ESF-6: MASS CARE

### RESPONSIBLE AGENCIES

**Lead Agency:** Collier County Emergency Management Division

American Red Cross - Collier County Chapter	Collier County Community & Human Services
Collier County Domestic Animal Services	Collier County Parks and Recreation Division
Florida Health Department - Collier County	Collier County Public Schools
Collier County Emergency Medical Services	The Salvation Army
Collier County Fire and EMS Chiefs' Association	St. Matthew's & Immokalee Friendship Houses
I HOPE	Collier County Sheriff's Office

### Mutual Aid

All jurisdictions that have entered into the Statewide Mutual Aid Agreement

### Memoranda of Understanding (actual or anticipated)

Collier County Disaster Mental Health Task Force	Harry Chapin Food Bank (Second Harvest)
First Assembly of God	St. Matthew's House/ Immokalee Friendship House

### PURPOSE

The purpose of ESF6 is to provide and coordinate mass care services. The basic human services needs include temporary shelter, feeding, first aid, clothing, disaster welfare information, and transition from pre-disaster response to post-disaster recovery.

### POLICIES

1. Shelters shall be managed in accordance with ARC 3031, "Mass Care - Preparedness and Operations" (April 1987), regardless of whether they are County operated shelters or ARC designated shelters.
2. The Salvation Army Standard Operating Procedures and Food Protocols shall serve as the standard protocols for comfort stations and mass feeding sites.
3. The Emergency Management Division, in consultation with the Board of County Commissioners,

Sheriff's Office and on-scene Incident Commander will make determinations as to which populations need to be evacuated and when provisions for mass care will be provided.

4. Special Needs Shelters will be managed and staffed in accordance with the recommendations of the Collier County Special Needs Task Force, as described in the County's "Guidelines for Special Needs Shelters" (Dec 2016). The manual is incorporated into this plan by reference.
5. The Collier County "Inclement Weather Sheltering Policy" incorporated in this plan by reference, shall serve as guidance for inclement weather shelter operations.
6. Points of Distribution (POD) sites will not be established within five miles of an operating grocery store. At these POD sites, commodities for public distribution will vary based on the effects of a particular disaster event, e.g., ice, water, roofing tarps, food, etc.

### **CONCEPT OF OPERATIONS**

Comfort Stations are designed to support existing services lost or overwhelmed due to disaster: feeding, temporary refuge (respite), information, first aid, crisis counseling, social service assistance and showers. Points of Distribution are sites established near disaster impacted areas whereby people can drive through the location to receive emergency essential items such as: ice, water, food, tarps, etc. Additionally, this appendix addresses the strategy used by Collier County to facilitate meeting the short-term and long-term housing needs of disaster victims.

### **ORGANIZATION**

In the Incident Management System, ESF-6 is a function in the Human Services Branch and reports through the Operations Section, Response Unit.

### **RESPONSIBILITIES**

The Emergency Management Director and Collier County Public Schools Representative, in coordination with the superintendent, will determine which facilities are to be used as shelters and the time of shelter opening. The school representative will alert school staff, ARC and/or Collier County Emergency Management designee will alert shelter managers. The Emergency Management Division will contact law-enforcement for security and EMS for basic medical support at each shelter. Shelter openings and times will be disseminated to local media.

1. Maintain current listing of shelter sites and up-to-date comfort site resource lists.
2. Open and operate shelters (evacuation centers) and feeding centers for people who must evacuate due to a disaster or potential threat.
3. Make provisions for temporary housing for people whose homes are uninhabitable after the disaster. (See Attachment 1 to this Appendix for the Temporary Housing Strategy)
4. Provide food and water to the evacuation centers, disaster relief centers and other established feeding sites. (See Attachment 2 to this Appendix for the Points of Distribution & Staging Area Strategy.)
5. Provide comfort items and services to people affected by or responding to the disaster, including social service assistance and mental health services.

6. Provide centralized registration and inquiry service on evacuees.

## **ACTIONS**

### **Preparedness**

1. Commence coordination of the emergency public sheltering plan (i.e., transportation, designation, staffing, equipment, and supplies).
2. Determine need for portable toilets to be delivered to shelter locations.
3. Activate Emergency Worker Family Shelter(s).

### **Response**

1. Evaluate the status and conditions of the evacuation centers to determine which centers should remain open. Continue phasing of emergency public shelter openings and placement of shelter signs.
2. Monitor shelter conditions and correct any deficiencies.
3. Determine long-term relief service or Human Service delivery needs (i.e., information and referral, housing, health care, transportation, chores for elderly/disabled).
4. Consider establishing Community Assessment Teams to survey those persons who sheltered in place.
5. Consider establishing Human Services Teams to survey elders who sheltered in place as to their general welfare and needs.
6. If necessary, establish information and referral desk at Disaster Recovery Information Center(s).
7. Establish a mechanism for delivery of food and water, clean up kits and other supplies as determined for individuals who cannot access them in the community.
8. Coordinate and establish a mechanism for delivery of food and water, clean up kits, and other supplies through existing delivery systems for the elderly.
9. Based on information received from damage/impact assessment teams determine if additional mass care services are needed and in which communities.
10. Consider opening mass feeding sites: Guadalupe Center, Immokalee; St. Matthew's House and Immokalee Friendship House
11. Coordinate the establishment of Comfort Stations at centralized locations for disaster victims and responders to seek information and obtain basic life-sustaining services.
12. Coordinate with ESFs -5 and -11 regarding mass feeding sites.
13. Coordinate with ESF-8 to ensure medical attention is provided for people who have a medical need beyond the first aid level of care.
14. Coordinate with ESF-8 for the provision of medical and mental health services.

15. Coordinate with ESF-12 for priority service restoration to mass care sites and for the acquisition of supplemental power sources.
16. Coordinate with ESF-16 for additional security at mass care sites.

### **Recovery**

1. Monitor the condition of evacuees and responders and provide needed services.
2. Coordinate mass feeding locations to ensure optimal logistics for public service based on emergency needs.
3. Coordinate with ESFs-3 and -8 to ensure sanitation and garbage removal services.
4. Coordinate with ESFs -11 and -15 to ensure continued coordination for mass feeding.
5. Continue/complete furnishing relief/human service delivery assistance.
6. Establish mobile and fix Points of Distribution (POD) sites around the affected disaster area.

### **Mitigation**

1. Participate in shelter deficit reduction strategies/activities and shelter demand studies.
2. Coordinate public education and awareness to encourage individual responsibility (preparedness) and to reduce shelter demand.

### **INTERFACE**

ESF-2 - Communications  
ESF-5 – Planning & Intelligence  
ESF-8 – Health, Medical, and Human Services  
ESF-11 - Food  
ESF-12 – Energy  
ESF-14 – Public Information  
ESF-15 - Volunteers and Donations  
ESF-16 - Law Enforcement

## Disaster Temporary Housing Strategy Attachment 1

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### **PURPOSE:**

Develop a strategy that addresses emergency housing needs once “risk-shelters” close. Both short term and long-term housing needs will be addressed.

### **BACKGROUND:**

Hurricane Wilma (2005) demonstrated the need to have options developed prior to a disaster event to meet the housing needs of the displaced residents of Collier County.

### **DEFINITIONS:**

- **Short-term Housing Assistance/Emergency Housing:** Housing assistance for up to 30 days to meet immediate post-disaster housing needs. This may be Transitional Shelter Assistance (TSA). Transitional Shelter Assistance (TSA) is for FEMA-registered applicants who are unable to return to their pre-disaster primary residence because their home is either uninhabitable or inaccessible due to a Presidentially declared disaster. TSA is intended to reduce the number of disaster survivors in congregate shelters by transitioning survivors into short-term accommodations through direct payments to lodging providers. TSA does not count toward an applicant’s maximum amount of assistance available under the Individuals and Households Program (IHP). The initial period of assistance will be 5-14 (adjustable to 30 days, if needed) days from date of TSA implementation. FEMA, in conjunction with the state, territorial, or tribal government, may extend this period of assistance, if needed, in 14-day intervals for up to six months from the date of disaster declaration. Under TSA, disaster survivors may be eligible to stay in an approved hotel or motel for a limited period of time and have the cost of the room and taxes covered by FEMA. For those who are eligible, FEMA will authorize and fund, through direct payments to participating hotels/ motels, the use of hotels/motels as transitional shelters.
- **Long-term Housing Assistance:** Temporary housing assistance for up to 18 months, unless extended by FEMA.
- **Comfort Stations:** These resources are provided by the State to establish a communal-type service in a neighborhood in order to allow people back into their homes while addressing basic health and safety needs, e.g., showers, waste, feeding, first aid, etc.

### **GOALS:**

- Get people back into their homes.
  - Through rapid habitability assessments
  - Through installation of Comfort Stations
- Identify retail temporary housing sites on the economy, e.g., apartments, hotels/motels, etc.
- Provide communal housing facilities using government or private-non-profit facilities.
- Smooth the process of permitting and temporary zoning waivers, etc., to accommodate the prompt placement of mobile homes and travel trailers.
- Last resort; identify potential lands that could be used by FEMA for temporary mobile home communities or group sites for displaced disaster victims. *(NOTE: May require private/public partnerships in order to accomplish this mission.)*

### **ROLES & RESPONSIBILITIES:**

In order for this strategy to be successful, initial roles and responsibilities need to be embraced by those tasked.

- **Emergency Management Division** will maintain this strategy.
- **Director of Community and Human Services** has the primary leadership role for emergency, temporary and long-term housing following a disaster.
- **American Red Cross** will mainly be responsible for administering short-term housing as it relates to shelters.
- **Collier County Parks & Recreation Division** will provide the “bridge” between short-term and long-term housing using recreation center facilities should no other short-term housing assistance be readily available.
- **Tourism Development Council (TDC)** will maintain contacts with the hotel-motel industry for room availability.
- **Growth Management Department** will report on the status of HUD housing availability, home & apartment-rental availability, travel trailer/mobile home pad site availability, provide habitability assessment services for any dwelling unit or structure identified for disaster housing use and provide land use verification for potential housing missions to include zoning restrictions and elevation determinations.

#### **SHORT-TERM & EMERGENCY HOUSING:**

Immediately after the disaster event passes, initial damage assessment and habitability assessment teams will blanket the community to assess the impact and potential housing needs. While this is occurring, shelters (Collier District Schools) will begin the process of closing and the EOC will begin the process of identifying & opening community shelters for those unable to return to their homes because they are neither safe, sanitary nor secure.

- The EOC will identify potential communities that can benefit by having Comfort Stations and initiate the process with the State to bring them to those areas.
- Tourism Department will prepare a listing of hotel/motel room availability and furnish it to the State/FEMA Housing Officer.
- GMD will identify potential home and apartment rental leads to the State/FEMA Housing Officer.

#### **LONG-TERM HOUSING:**

While short-term housing operations are occurring, long-term housing options begin.

- State/FEMA Housing officers, with the help of the appropriate GMD departments, will facilitate placing people in leased accommodations within the community.
- GMD will facilitate the legal requirements to allow travel trailers to be temporarily placed within housing communities while repairs to the permanent homes occur.
- GMD will help State/FEMA Housing officers identify sites for placement of mobile homes (individual lots and/or open lands for new temporary mobile home communities)

**Note: Initial Staging Area(s) for travel trailers/mobile homes:** The potential areas that have been identified for the drop-off area of disaster housing units are:

- Collier County Fair Grounds
- Immokalee Airport



## Points of Distribution & County Staging Area Strategy Attachment 2

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### PURPOSE:

Develop a strategy identify Points of Distribution (POD) sites and Logistical Staging Areas around the county as well as to determine the resources required to activate them.

### BACKGROUND:

Hurricane Wilma (2005) demonstrated the need to identify and activate an initial single large, survivable site in the county to receive State/FEMA-delivered food, water ice, etc., items for distribution to the public. Then to break down those supplies and distribute them to the impacted areas while assessing which pre-sited PODs would be activated to best serve the affected communities. We found that by activating all PODs simultaneously, resources were spread too thinly; resources were sent to areas not needing the supplies and promises were broken; thereby almost causing a riotous situation.

### GOALS:

- Establish a county logistical staging area to receive emergency supplies and equipment.
- Establish a mobile emergency supply distribution capability for immediate safe response to impacted areas as soon as possible.
- Efficiently establish practical points of distribution (PODs) in an impacted community that will be of the greatest benefit to the most victims.

### ROLES & RESPONSIBILITIES:

In order for this strategy to be successful, initial roles and responsibilities need to be embraced by those tasked.

- **Emergency Management Division** will determine which PODs are activated and provide overall POD program management and supervision.
- **Real Estate Services** will make contacts & arrange leases and agreements.
- **Parks & Recreation Division** will plan for their Parks employees being available to distribute product to the disaster victims. They will be the lead agency for each POD.
- **Code Enforcement Division** will provide product distribution assistance to disaster victims under the direction of the Emergency Management Director, once the preliminary damage assessment tasks are complete, as determined by the Building Director or his/her designee.
- **Human Resources Division** will plan to identify employees to staff each POD 72-hours after the initial POD is activated.
- **Collier County Sheriff** will assist with traffic control and security at each POD and monitor crowd activities.
- **Collier County Purchasing Division** will arrange for contracts for material handling equipment and POD support items, e.g., lighting units, porta-potties, etc.
- **Each city** will plan to assume responsibility and staffing for their respective PODs should they require them beyond the initial 72-hour operation.

Depending on the magnitude of the disaster, one (or two) main initial POD(s) will be established to receive State/Federal disaster relief essential supplies. The State will establish the initial POD with material handling equipment (MHE) and 20 Florida National Guard. They will be responsible for the POD in the initial 72-hours; then the County assumes responsibility for the POD. (NOTE: The State will not



place a POD within 5 miles of an **open** major retailer supermarket or home improvement store.)

A listing of potential POD sites will be maintained in the Emergency Operations Center by ESF-5, Planning & Intelligence. The reason for this is: Advertisement for an operational POD will not occur until the site is ready for operation. The State Division of Emergency Management has a copy of the county's potential POD listing.

**Initial Staging Area(s) & Points of Distribution:**

The initial setup of each Fixed Point of Distribution (F-POD) will be accomplished by the Florida National Guard (FNG). They will run the F-POD for the fixed 72-hours. We will use the "State's County Point of Distribution Model" as a guideline to staff, organize and equip local PODs.

Depending on how a disaster impacts a community, the EOC will deploy mobile units to distribute essential supplies, e.g., water, ice & food, etc., to impacted areas. These points are referred to as Itinerant-Points of Distribution (I-POD) if a F-POD would not be suitable either because of traffic pattern or the number of people served. Non – Governmental Organizations (NGO) wishing to participate in bulk distribution of essential supplies will coordinate their activities with the EOC, ESF-15, Volunteers and Donations, in order to pick up bulk items at the County Staging Area.

Regarding the ordering of food, water and tarps from the State's Logistics Staging Area (LSA), water and food are ordered by the truckload. About 20 pallets of **water** and 22-24 pallets of **food** are in each truckload. Regarding **tarps**, 20 pallets if single stacked and 40 pallets if they come in double staked. We ordered 10,000 tarps and they came in on six tractor trailers.

**County Logistics Staging Areas:**

Site	Responsible Agency	USNG
Immokalee Airport	Airport Authority	17R MK 5983 2370
Barron Collier High School	Collier District Schools	17R MJ 2394 9987
<p>Recommended Equipment for Immokalee Airport:</p> <ul style="list-style-type: none"> <li>• Two Forklifts</li> <li>• Two Portable loading Docks</li> <li>• Six Pallet Jacks</li> <li>• Six Portable Light Kits</li> <li>• Four Porta-Potties</li> <li>• Canopy/Tent</li> <li>• Traffic Cones X 50</li> </ul> <p>Recommended Equipment for Barron Collier site :</p> <ul style="list-style-type: none"> <li>• Three forklifts</li> <li>• Seven Pallet Jacks</li> <li>• Three portable light kits</li> <li>• Four Porta-Potties</li> <li>• Canopy/Tent</li> <li>• Traffic Cones X 50</li> </ul>		

**Other Potential Distribution Sites:**

Although we haven't previously used these Wal-Mart sites, CC `BCC does have agreements with each store allowing us to use a portion of the parking areas.

Site	Responsible Agency	USNG
North Collier Regional Park	CC Parks & Recreation	17R MK 2509 0524
Wal-Mart, Immokalee Road & I-75,	Agreements on file in EOC	17R MK 2553 0603

Wal-Mart, US-41 and Immokalee Rd.	Agreements on file in EOC	17R MK 1985 0643
Wal-Mart, CR-951 & Davis Blvd.	Agreements on file in EOC	17R MJ 3121 9242
Wal-Mart, US-41 E & Courthouse	Agreements on file in EOC	17R MJ 2385 8958

**Recommended Equipment for each POD**  
**Type III Distribution Point Resources Required**

<b>Type III Distribution Point</b>						
Manpower				Equipment		
Type		Day	Night	Type	Number	
Local Responsibility	Forklift Operator		1	1	Forklifts	1
	Labor		15	2	Pallet Jacks	1
	Loading PT	9			Power Light Sets	1
	Back-up Loading PT	5			Toilets	2
	Pallet Jacks Labor	1			Tents	1
	Totals		16	3	Dumpsters	1
Others	Law Enforcement		2	1	Traffic Cones	10
	Community Rel.		1	0	Two-way radios	0
Grand Total		19	4			

## Disaster Recovery Centers Attachment 3

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### **PURPOSE:**

Develop a strategy that addresses how to obtain information about emergency assistance after the disaster strikes.

### **BACKGROUND:**

A variety of disasters have demonstrated the need to have people available to explain the emergency assistance available to disaster victims.

### **DEFINITIONS:**

- **Mobile Disaster Recovery Centers (MDRC):** They are RVs equipped with computers and satellite uplink capabilities. Designed as traveling disaster recovery centers, MDRCs can be centrally located in disaster areas.
- **Disaster Recovery Centers (DRC):** A fixed site, usually a community center, sited near the disaster areas equipped with phone services and fax services and staffed with representatives from federal, state and local agencies.

### **SERVICES:**

- Guidance regarding disaster recovery;
- Clarification of any written correspondence received;
- Housing Assistance and Rental Resource information;
- Answers to questions, resolution to problems and referrals to agencies that may provide further assistance;
- Status of applications being processed by FEMA; and
- U.S. Small Business Administration (SBA) program information.

### **ROLES & RESPONSIBILITIES:**

In order for this strategy to be successful, initial roles and responsibilities need to be embraced by those tasked.

- **Emergency Management Division** will make all “formal communications” with the SEOC via the EM Constellation program, e-mail or a phone call. Some of the activities initiated by the Emergency Management Department include:
  - Identify potential DRC sites to the SEOC,
  - Make the requests to the SEOC for DRCs,
  - Insure FEMA is provided a liaison for each DRC,
  - Coordinate local agency presence at each DRC from the follow agencies based upon the type needs anticipated:

- Collier County Community & Human Services
- American Red Cross
- Project Hope
- Department of Children & Families
- Direct Assistance Group (I HOPE)
- Advertise to the disaster victims the need to apply for assistance at **(800) 621-FEMA (3362)**, **TTY (800) 462-7585** or online at [www.fema.gov](http://www.fema.gov) before visiting an MDRC/DRC.
- Based on the local services desired in the Disaster Recovery Center by the Emergency Management Director, personnel identified to fulfill those services will be contacted by phone, e-mail, or any other form of communication and given instructions to report to work by their host organizational representative in the EOC, per CMA 5900.
- **Collier County Parks & Recreation Division** will provide community centers to support DRC operations.
- **Collier County Facilities Division** will provide tables, chairs, set-up as required and requested by the County EOC, if necessary.