

Culberson County/Town of Van Horn EMERGENCY OPERATIONS PLAN

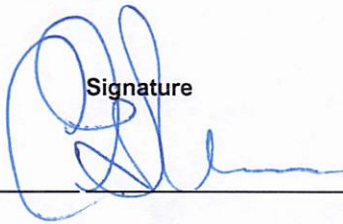

Emergency Support Function 6 Mass Care

COORDINATING AGENCY: Culberson County

SUPPORTING AGENCIES:

City of Van Horn

Approval and Implementation

Date	Signed by	Signature
10/28/2024	County Judge, Carlos G. Urias	
10/28/2024	EMC, Cody L. Davis	

NOTE: The signature(s) will be based upon local administrative practices. Typically, the individual having primary responsibility for this emergency support function signs in the first block and the second signature block is used by the Emergency Management Coordinator, Mayor, or County Judge. Alternatively, each department head assigned tasks within the support function may sign.

Filed this 28th day of October A.D. 2024
at 10:05 o'clock A.M.
Tina Urias
County Clerk
By [Signature] Deputy

Record of Changes to ESF 6

This page is used to date and describe changes to this document, followed by the initials of the person who made the change.

Use this table to record the following information:

- Change number, in sequence, beginning with 1
- Date change was made to the document
- Description of change and rationale if applicable
- Initials of person who made the change

Number	Date	Description	Name/Initials
1	2024-Jun-17	Transition to ESF	

doc. revision 04/06/2023

INTRODUCTION

- A. ESF #6 – Mass Care addresses, coordinates, and reports on emergency mass care activities of local organizations responsible for sheltering, feeding, counseling, providing first aid, evacuation, and related social services and welfare activities required to assist victims of emergencies.

The primary and support organizations of ESF #6 work as a team to address the needs of Culberson County/Town of Van Horn to include the needs of those with Functional and Access Needs.

- B. This document applies to Culberson County/Town of Van Horn and all jurisdictions signatory to the basic plan. Whenever this support function indicates a city/county official or office, the support function also refers to the corresponding municipal official or office.
- C. Respective primary and support agencies are responsible for the dissemination of information that may be of value to other ESF representatives. This information sharing contributes to the response and recovery during an emergency/disaster of any type.

Purpose

A. Function

This ESF outlines organizational arrangements, operational concepts, responsibilities, and procedures to protect evacuees and others from the effects of an emergency situation by providing mass care.

B. Goal

Provide Culberson County/Town of Van Horn with a mechanism to manage mass care operations during a disaster or event.

C. Objectives

- a. Provide operational guidance for entities that assist in local and regional mass care operations.
- b. Provide information to decision makers about mass care procedures, capabilities and resources.
- c. Describe mass care accessibility.

Explanation of Terms

This section defines terms and acronyms' used in this document.

Acronyms

ARC	American Red Cross
DWI	Disaster Welfare Inquiry
FNSS	Functional Needs Support Service
USDA	United States Department of Agriculture

Definitions

1. **Mass Care.** Providing assistance to those who have been displaced from their homes and others affected by a hazardous situation or the threat of such a situation. Mass care for these individuals includes providing food, basic medical care, clothing, and other essential life support services.
2. **Welfare Inquiries.** Welfare inquiries are requests from relatives, friends, employers, or others for information on the status of persons in an area affected by an emergency incident who cannot be located because they have evacuated, become separated from family, or cannot be contacted through normal communications methods. Registration of disaster victims at shelters provides some of the information needed to answer welfare inquiries.
3. **Shelter.** Short term lodging for evacuees during and immediately after an emergency situation. Shelters are generally located away from known hazards.
4. **Individuals with Functional and Access Needs.** Persons who may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities, live in institutional settings, are older, are children, are from diverse cultures; have limited or no English proficiency, or are transportation disadvantaged.
5. **Functional Needs Support Services.** Services that enable children and adults with or without disabilities who have functional, and access needs to maintain their health, safety, and independence in a shelter.
6. **Functional and Access Needs Institutions.** Certain facilities that house or serve populations that cannot care for themselves during incidents and/or require unique support services. Such facilities include:
 - a. Schools and day-care centers, where students require supervision to provide for their safety.
 - b. Hospitals and nursing homes, where patients need specialized health care personnel and equipment to maintain their health.
 - c. Correctional facilities, where offenders require security to keep them in custody.
7. **Evacuation.** NIMS defines evacuation as an organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially unsafe areas, and their reception and care in safe areas.

Situations and Assumptions

A. Situation

1. There are many situations which may warrant the evacuation of portions of a local population. Evacuees from other areas may also seek refuge within our jurisdiction. This community is not a shelter hub.
2. Culberson County/Town of Van Horn has the ultimate responsibility for providing shelter and mass care to protect local residents displaced from their homes and others who evacuate into our jurisdiction due to emergencies.
3. Mass care needs may range from very short-term operations for a limited number of people where the primary objective is to provide protection from the weather, comfortable seating, and access to restrooms to more lengthy operations for large numbers where feeding, sleeping, and shower facilities are desirable and a variety of assistance must be provided.
4. State law provides a county judge or mayor with the authority to order the evacuations of all or part of the population from a stricken or threatened area within their respective jurisdictions. Hence, the County Judge may order a mandatory evacuation of Culberson County/Town of Van Horn upon issuing a local disaster declaration. The County Judge may also take action to control re-entry into the affected area, curtail movement within the same, and deny building occupancy in the area.
5. The ARC has been chartered under federal law to provide mass care to victims of natural disasters. As such Culberson County/Town of Van Horn may coordinate with ARC to operate shelter and mass care operations as capabilities allow.
 - a. ARC signs agreements with local governments, school districts, churches, and other organizations to use their facilities for shelter and mass care activities. The ARC identifies suitable facilities based on a set of standards, maintains a list of potential shelters, maintains shelter kits, and trains shelter management personnel.
 - b. Local governments and other VOADs may also sign agreements relating to the operation of shelter and mass care and feeding facilities when needed; such agreements detail the responsibilities of both the volunteer group and the local government.
6. Other VOADs or religious groups may also open and operate shelters, with or without ARC coordination,

oversight, or responsibility.

B. Assumptions

1. Shelters may have to be opened with little notice. Local government personnel may have to assume initial responsibility for managing such shelters until designated shelter personnel can arrive on scene.
 - a. VOADs that normally respond to emergency situations will assist in mass care operations.
2. If additional resources are needed to conduct mass care operations, support may be requested through applicable agreements, as well as from state and federal emergency management authorities. The governor may, if requested by a local jurisdiction, utilize TMD personnel to support mass care operations.
3. Facilities planned for mass care use will be available if needed.
4. When evacuation is recommended, we assume that 80% of the applicable population will actually evacuate. The vast majority of evacuees will seek refuge with existing support networks, or utilize commercial accommodations, rather than seek out a public shelter. In addition, some who are not at risk may spontaneously evacuate, and a subset of this population may seek public shelters.
5. Some people will never evacuate, regardless of consequences.
6. Evacuation planning should be done in advance for known hazard areas.
7. Those without access to personal vehicles may need to be provided transportation to effectively evacuate.
8. Highly visible hazards may cause people to evacuate prior to an official recommendation, thus mass care operations may have to commence early for high visibility emergencies.
9. Essential public and private services will continue during shelter and mass care operations, however, for a major evacuation that generates large scale sheltering and mass care operations normal activities at schools, churches, and other shelter facilities may have to be curtailed.

Concept of Operations

- A. Culberson County/Town of Van Horn is responsible for developing a plan, integrating NIMS concepts, for coordinating and providing mass care services to persons affected by disaster. Culberson County/Town of Van Horn will work closely with VOADs that provide mass care support to determine availability of facilities, encourage facility owners to allow use of their facilities, and train facility personnel in shelter management.
- B. The IC or EM staff is expected to determine the need for opening shelters and commencing mass care operations based on the situation.
- C. The County Judge may request the opening of shelters and recommend the closing of shelters when they are no longer required. These actions should be coordinated with shelter providers. Culberson County/Town of Van Horn maintains a current list of potential facilities. The County Judge may further assign tasks and responsibilities to support ESF #6 activities.
- D. Culberson County/Town of Van Horn will, in cooperation with VOADs, provide temporary shelter and essential life support services for people displaced from their homes.
- E. Local government is responsible for providing the following support for shelter operations:
 1. Security and traffic control as necessary.
 2. Fire inspections and fire protection.
 3. Transportation for food, water, shelter supplies and equipment, as necessary.
 4. Basic medical attention, if the shelter operators are unable to provide.
- F. VOADs will be called upon to:
 1. Open temporary shelters for the displaced.
 2. Activate and organize shelter teams and provide shelter kits.
 3. Register those occupying public shelters.
 4. Provide feeding, emergency first aid, and other basic life support needs for occupants.
 5. For extended operations, activate a disaster welfare inquiry system.

- G. Provide periodic reports on the status of shelter and mass care operations. In some disasters, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities. Culberson County/Town of Van Horn shall assist and coordinate post-disaster housing needs of the homeless.
- H. The IC or EOC shall assess the need for evacuation, plan evacuation, and coordinator support for the same. Such planning should resolve the following:
1. What areas are at risk and need evacuation?
 2. How will the public be advised?
 3. What do evacuees need to bring with them?
 4. What travel routes should be used by evacuees?
 5. What transportation support is needed?
 6. What assistance will the Functional and Access Needs population require?
 7. What traffic controls are needed?
 8. Does the anticipated duration of the evacuation make it necessary to activate shelter and mass care facilities?
 9. How will evacuated areas be secured?
- I. Culberson County/Town of Van Horn will maintain hazard specific evacuation plans, to include potential impact areas for known hazards, populations in affected areas, and functional and access needs population considerations.
- J. Functional and Access Needs institutions are responsible for the safety and welfare of their students, clients, patients, and inmates. Facilities must maintain an emergency plan that includes provisions for evacuation.
- K. Public schools normally maintain transportation resources; private schools and day care centers may also have limited assets. Most other Functional and Access Needs institutions rely on commercial and contract companies for specialized transport needs. These providers likely cannot support short notice evacuation of client facilities. Local government may be requested to assist in providing transport.
1. If a public school needs to be evacuated, students will normally be transported by school bus to other schools outside the impact area, where they can be collected by parents. It is essential that the public be informed regarding this arrangement.
 2. Private schools and day care centers, to include adult day care, typically maintain limited assets and may require assistance from government.
 3. If evacuation of hospitals, correctional facilities, and nursing homes is required, patients and inmates should be transported to a comparable facility. Facility operators are responsible for maintaining agreements for suitable transportation and coordinating use of appropriate facilities. In the event of no-notice or short notice incidents, facilities may request government assistance.
 4. Medical patients, the homeless, sex offenders, and prisoners should not be housed with the general public.
- L. Functional and Access Needs citizens will require special evacuation assistance, transport, shelter, and medical care during mass care operations. Culberson County/Town of Van Horn emergency management plans will in the future identify by type and number the Functional and Access Needs population and address their needs before, during, and immediately after a major disaster.
- M. Segments of the population will refuse evacuation recommendations and shelter offers if they cannot bring household pets. Culberson County/Town of Van Horn will collaborate with VOADs and other organizations to provide shelters suitable for household pets or provide information for pet owners on how to secure shelter for pets.
- N. Activities by Phase of Emergency Management
1. Mitigation
 - a. Identify organizations that could assist in shelter and mass care operations and develop agreements.
 - b. In coordination with VOADs, identify suitable shelters and feeding facilities.

- c. Sign agreements with VOADs authorizing use of local government facilities for mass care operations.
- d. Encourage facilities to sign written agreements for use of their buildings as emergency shelters.
- e. Discourage development in potential risk areas.
- f. Improve evacuation routes and plans as needed, in collaboration with ESF #1 - Transportation.
- g. Enhance warning systems to improve evacuation timelines in collaboration with ESF #2 - Communications.

2. Preparedness

- a. ID areas where previous major evacuations have occurred and additional areas that may require evacuation in the future.
- b. ID individuals with functional and access needs who would require assistance in evacuating and maintain contact information for them, and enroll them in STEAR.
- c. ID primary and alternate evacuation routes.
- d. Review disaster plans for functional and access needs institutions and facilities, and advise facility operators of any changes that may be needed to make them more feasible.
- e. Include evacuations in the scenario of periodic drills and exercises.
- f. Conduct public information programs to increase citizen awareness of possible reasons for evacuation, preplanned routes, availability of transportation, the need to take appropriate food, clothing, necessary medications, and other items during an evacuation, and the desirability of helping neighbors who may need assistance.
- g. Encourage facility staff to undergo shelter training.
- h. Coordinate communication and reporting procedures.

3. Response

- a. Open and staff shelters and mass care facilities.
- b. Provide information to the public on shelter locations and policies.
- c. Assist in registration of evacuees.
- d. Provide food, clothing, first aid, and other services to evacuees.
- e. Maintain communications between key facilities and the EOC.
- f. Provide reports on meals served and shelter occupancy.
- g. Provide information to people needing additional services.
- h. Execute evacuations protocols and support the same.

4. Recovery

- a. Initiate return of evacuees.
- b. Coordinate temporary housing for those who cannot return home.
- c. Provide traffic control for return.
- d. Initiate recovery activities for evacuees who have suffered loss of or damage to their homes or businesses.
- e. Carry out appropriate public information activities.
- f. Assist evacuees in returning home if needed.
- g. Deactivate shelters and facilities.

Organization and Assignment of Responsibilities

A. General

1. Our emergency management entity will carry out mass care operations. Such operations will be organized in accordance with NIMS guidelines.
2. We expect to be assisted by local volunteer organizations and charitable organizations in conducting mass care operations. The City Administrator will be designated as Shelter Officer, and coordinate efforts of local agencies involved in shelter and mass care operations.

B. Task Assignments

1. The County Judge will:
 - a. Issues the order directing citizens to evacuate, when appropriate.
 - b. Approve release of warnings, instructions, and other emergency public information relating to evacuation.
 - c. Coordinate evacuation efforts with other local governments that may be affected by an evacuation, where appropriate.
 - d. Open mass care facilities and shelters if needed and close them when necessary.
 - e. Coordinate mass care efforts with other local governments, where appropriate.
2. EMC will:
 - a. Coordinate shelter and mass care planning with Shelter Officer, PIO, Human Services, and other local officials and volunteer organizations.
 - b. When the situation warrants, recommend to the County Judge that shelter and mass care operations be implemented. Recommendations on the number of facilities to be activated and specific facilities to be used should be coordinated with organizations that will operate those facilities.
 - c. Coordinate the EOC to provide support for mass care activities.
 - d. Receive reports on shelter and feeding operations from Shelter Officer. Summarize these activities in the situation report.
 - e. When needed, recommend to the County Judge that mass care facilities close.
 - f. Develop and maintain planning information for known risk areas.
 - g. Review evacuation plans for functional and access needs populations and determine possible need for evacuation support.
 - h. Coordinate evacuation planning to include
 - a. Selection of routes
 - b. Movement control
 - c. Transportation arrangement
 - d. Shelter and mass care arrangements
 - e. Functional and Access Needs demographics and evacuation support needs.
3. IC will:
 - a. ID risk areas in the vicinity to the site and determine protective actions.
 - b. If evacuation is needed, plan, organize, and conduct evacuation with resources assigned.
 - c. Request support from the EOC as needed.
 - d. ID requirements for mass care support needed as a result of evacuation

4. Shelter Officer will:
 - a. ID volunteer organizations that are willing to support mass care activities.
 - b. ID potential shelters and mass care facilities.
 - c. Develop agreements for use of facilities owned by local government as shelters, and encourage other organizations to do the same.
 - d. Coordinate and disseminate shelter-operating guidelines to organizations operating shelters.
 - e. Ensure mass care facilities are adequately staffed and equipped.
 - f. Coordinate feeding as needed. Work with HHSC officials for supplementary food stocks from USDA sources if needed.
 - g. Ensure that facility security and fire protection are provided for.
 - h. Coordinate resource support for shelters.
 - i. Summarize shelter and mass care operations reports.
 - j. Respond to disaster welfare inquiries until that function is assumed by a designated organization.

5. Shelter Managers will:
 - a. Staff, open, and operate shelters.
 - b. Register occupants and assist in answering disaster welfare inquiries
 - c. Conduct necessary mass care activities.
 - d. Inform shelter officer of additional resource needs.
 - e. Submit status report to Shelter Officer daily.
 - f. Track supplies.
 - g. Terminate operations as directed.

6. Culberson County Sheriff's Office will:
 - a. Provide security and law enforcement at facilities.
 - b. Provide back-up communications, if needed.
 - c. Protect evacuated areas and limit access to same.
 - d. Secure and relocate prisoners.
 - e. Inform the PIO of pertinent information.

7. Van Horn Vol. Fire Department will:
 - a. Inspect facilities for fire safety.
 - b. Provide and maintain facility fire extinguishers.
 - c. Train shelter management personnel in fire safety and suppression.
 - d. Maintain fire protection service in evacuated areas.

8. Support entities will:
 - a. Ensure evacuees can reach shelters.
 - b. Ensure resources can reach mass care facilities.
 - c. Inform the public as to the locations of shelters and policies.
 - d. Coordinate pet arrangements.
 - e. Ensure necessary utilities are operable at mass care facilities.

9. PIO will:
 - a. Disseminate information to the public.
 - b. Coordinate with area media for news releases.

Direction and Control

A. General

1. The County Judge has general responsibility for ordering an evacuation and for establishing general guidance and priorities for mass care activities.
2. In warranted incidents, the IC may recommend evacuation of the local population at risk.
3. The EOC will coordinate large scale evacuations where there is no imminent threat nor local incident scene.

B. Continuity of Government

1. Each department or agency with Mass Care responsibilities shall establish a line of succession for Mass Care personnel.

Readiness Levels

Refer to Basic Plan

Administration and Support

A. Facilities and Equipment

A complete listing of equipment is included in Appendix 1 of ESF Resource Support or is maintained internally by Culberson County/Town of Van Horn.

B. Reporting

1. Large scale evacuation should be reported to the state and other jurisdictions that may be affected.

C. Records

1. Activity logs will be maintained detailing evacuation decisions and mass care operations.
2. Costs related to mass care operations will be documented.

D. Training

1. Local exercises will include an evacuation, shelter, and mass care scenario, periodically.

Development and Maintenance

The EMC's Mass Care designee will, in conjunction with the Emergency Management Director or designee, and related support personnel, maintain responsibility for the development and maintenance of this ESF.

The Mass Care Coordinator, or their designee, will maintain responsibility for the regular testing of equipment related to this ESF, where such falls outside the SOPs of the responsible agencies.

References

- A. Texas Division of Emergency Executive Guide (TDEM, Federal Emergency Management Agency (FEMA), Comprehensive Preparedness Guide (CPG-101), National Preparedness Goal, State of Texas Emergency Plan Communications (ESF 2)
- B. Division Of Emergency Management *Local Emergency Management Planning Guide*. (DEM-10)

APPENDICES

1. Authorities
2. Agreements
3. Reception and Care Facilities Listing

Appendix 1: Authorities

This information can be found in the Basic Plan

Appendix 2: Agreements

(*If attached appended at the end of Document)

Can be found housed at the County Courthouse.

Appendix 3: Reception and Care Facilities Listing

Name/Address	EST. CAP.	EST. Feeding Capacity	# of Toilets	# of Showers	Generator?	Shelter Agreement?
Van Horn Convention Center	300	300	4	2	Yes	No
Van Horn Community Center	150	300	2	0	Yes	No
Van Horn Christian Shelter	40	40	2	2	No	No