

Illinois Emergency Operations Plan

Annex 7 - Mass Care

Appendix 1 – Shelter Support

Illinois Emergency Management Agency

August 2021





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Mass Care 7-X1 - Shelter Support

Primary

Organization: American Red Cross (Red Cross)

Support Agencies:

Illinois Board of Higher Education (IBHE)
Illinois Community College Board (ICCB)
Illinois Deaf and Hard of Hearing Commission (IDHHC)
Illinois Department of Agriculture (IDOA)
Illinois Department of Central Management Services (CMS)
Illinois Department of Child and Family Services (IDCFS)
Illinois Department of Commerce and Economic Opportunity (IDCEO)
Illinois Department of Corrections (IDOC)
Illinois Department of Human Services (IDHS)
Illinois Department of Innovation and Technology (DoIT)
Illinois Department of Natural Resources (IDNR)
Illinois Department of Public Health (IDPH)
Illinois Emergency Management Agency (IEMA)
Illinois National Guard (ILNG)
Illinois Department of Juvenile Justice (IDJJ)
Illinois State Board of Education (ISBE)
Illinois State Police (ISP)

Support

Organizations: Illinois Emergency Services Management Association (IESMA)

Other State

Agencies: General requirements for other state agencies, boards and commissions

I. Introduction

A. Purpose

1. Provide operational guidance, coordinating processes and strategies for implementation of support to state-recognized shelter operations.

B. Scope

1. This appendix builds upon concepts and guidance provided in IEOP Annex 7, Mass Care.
2. For the purpose of this appendix, state-recognized shelters are defined as



those being activated by an organization having the capability to operate shelters and operations are being tracked and/or supported by the SEOC.

3. This appendix addresses support of sheltering operations through the utilization of state capabilities and resources.
4. Individual agencies will coordinate through the SEOC for utilization of state-controlled resources in support to shelter
5. This appendix addresses sheltering operations throughout short and intermediate recovery.
6. Triggers of activation of this appendix:
 - a) Shelter operations take place in more than one county concurrently;
 - b) Organizations operating shelters request resources from state agencies to support the shelters;
 - c) Non-governmental organizations do not have access to enough shelter locations for the affected population and request state-operated sites;
 - d) Sheltering operations for state residents take place in other states or residents from other states are being sheltered within the state, or
 - e) Any of the primary or secondary agencies with responsibilities listed in this appendix request this appendix be activated.
7. This appendix does not address the following:
 - a) Public health and medical services; see Annex 8, Public Health, Healthcare, EMS and Behavioral Health Services.
 - b) Long-term community recovery; see Annex 17, Long-Term Recovery.
 - c) Care of household pet and service animals; see IEOP Appendix 7, X6, Household Pets and Service Animals.
 - d) Site security; see IEOP Annex 16, Law Enforcement Coordination and Management.
 - e) Feeding operations; see Appendix 7, X2, Feeding and Hydration



Support.

- f) Non-state-recognized shelters.
 - g) Evacuation and transportation of displaced; see Appendix 7 X7, Support to Evacuees.
 - h) Populations acting independently to remain in their own homes or stay with friends, family or in commercial facilities, and
 - i) Procurement of resources; see Annex 9, Resource Management and Logistics.
8. This annex does not directly address the care for people with Access and Functional Needs (AFN), but incorporates the principles outlined in Annex 31, Access and Functional Needs to ensure Functional Needs Support Services (FNSS) are provided to those who need them.

C. Policy

- 1. All policies identified in IEOP Annex 7, Mass Care remain in effect.
- 2. Only state-recognized shelters, as classified in this appendix, will be considered for state support.
- 3. Procedures for utilization, control and use of state resources will incorporate and consider operational priorities that include but are not limited to:
 - a) Protection of life;
 - b) Public health and safety;
 - c) Property protection;
 - d) Environmental protection;
 - e) Restoration of essential utilities;
 - f) Restoration of essential program functions, and
 - g) Coordination as appropriate.
- 4. At the direction of the governor or designee, state agencies may be tasked with providing agency personnel in shelter operations.



5. State employees and resources may be reassigned in accordance with the IEMA Act.
6. State agency personnel will be trained to the assigned mission to the extent possible and will be made aware of potential risks involved.

D. Situation Overview

1. A disaster has occurred resulting in displaced populations requiring sheltering.
2. One or more triggers of activation from Scope have been met.

E. Assumptions

1. The Authority Having Jurisdiction (AHJ), non-governmental organizations (NGO) and community-based organizations will independently implement sheltering operations.
2. Shelters will be opened without the knowledge of the state and require support and coordination.
3. Spontaneous sheltering will occur without a coordination element or sustainment plan.
4. AHJs and community-based organizations will request shelter support from the state.
5. Sheltering requirements will exceed resources and capabilities of any one agency/organization.
6. Multi-agency coordination of shelter operations will be required.
7. Affected populations in shelters will:
 - a) Require transportation services;
 - b) bring household pets and service animals to shelters, and
 - c) Have access and functional needs challenges.
8. Organizations operating shelters will be responsible for providing staff required to meet basic medical and FNSS needs.
9. Mutual aid assistance will be available.



10. Resources will be limited by location, training and operational readiness.
11. Local AHJs will provide guidance on sheltering resources within their jurisdiction.
12. Shelter population numbers will vary over time.
13. Specialized staff will be required for shelter operations.
14. Just-in-time training (JITT) will be required.
15. In catastrophic disasters, support to high impacted areas will be extremely limited or delayed.

II. Concept of Operations

A. General

1. Local governments have primary responsibility for shelter operations.
2. Requests for state support will be directed through the State Emergency Operations Center (SEOC).
3. State shelter support is based on resource availability, capability, capacity and prioritization of effort.
4. Shelters will be identified and consolidated to the extent possible as part of the ongoing process of mass care.
5. Shelters, once identified, will be evaluated for state support.
6. Shelter sites will be selected from pre-identified locations when possible.
7. Primary and support agency SEOC liaisons will identify and share situational considerations affecting shelter selection.
8. Shelter criteria will follow recognized and identified standards and practices in accordance with FEMA P785, National Mass Care Strategy.
9. Verification that shelter support needs of affected communities have been met requires coordination with the community.
10. Public notification through the media, as well as notifications posted at shelter sites, will occur in advance of closing shelter operations.

B. Operational Priorities



1. The SEOC will establish priorities for shelter support with considerations to the following:
 - a) Imminent life safety issues;
 - b) Force security and protection;
 - c) Provide and sustain life-essential services;
 - d) Functional and access needs support capability, and
 - e) Capability and capacity of shelter locations.
 2. The SEOC will establish additional priorities for transition of shelter support to long-term housing support.
 - a) Availability of long-term housing;
 - b) Shelter resident access to long-term housing assistance and other state, federal and non-governmental assistance programs, and
 - c) Shelter resident access to case management services.
- C. Organization
1. Direction and Control
 - a) The SEOC Manager will assign a Mass Care Coordinator who will oversee all mass care activities, including shelter support.
 - i) With Red Cross concurrence, if no Mass Care Coordinator is assigned, the Red Cross is the lead for coordination of state support.
 - b) The SEOC is the single point of coordination for state-supported sheltering operations.
 - c) State agencies and external organizations retain operational control of resources.
 - d) The governor or designee has the authority to exercise overall coordination of resources belonging to the state and may use directive authority.
 2. Coordinating Elements



- a) The Mass Care Coordinator will coordinate with responding agencies, organizations and state and local officials to determine sheltering requirements in the impacted areas and will coordinate sheltering operations.
3. Federal Coordination
 - a) SEOC LNOs, state agencies, boards and commissions will coordinate with federal counterparts in accordance with enabling authority.
- D. System Capabilities and Structure
1. The Mass Care Coordinator may establish a Shelter Support Line of Effort (LOE) in accordance with IEOP Base Plan A-4, Line of Effort - Coordination and Management.
 2. The Red Cross National Shelter System (NSS) will be used to identify and account for the location, managing agency, capacity, current population and other relevant information of all shelters. The SEOC Red Cross Liaison Officer (LNO) will make this information available to the SEOC.
 3. Shelter facility requirements will be met through activation of state facilities, mutual aid agreements, service contracts and utilization of donated space and accommodations.
 - a) State or government owned sites such as community colleges, university campuses (including residence halls, arenas and stadiums), civic centers, county fairgrounds and state facilities may be used to provide mass care services. This may require that normal operations of these facilities be altered.
 4. Shelter Classification
 - a) The following shelter types are state-recognized:
 - i) Red Cross Managed and Red Cross Partner-Managed shelters;
 - ii) State managed, coordinated or supported shelters, and
 - iii) Shelters managed, coordinated, or supported by the AHJ.
 - b) Non-state-recognized shelters must make a request through the AHJ for support from a state-recognized entity in order to become recognized and receive state resources.



c) State-recognized shelters may include out-of-state facilities.

5. Shelter System Personnel

a) The Red Cross and its partner organizations are the primary sources of shelter personnel for mass care operations for Red Cross Managed or Red Cross Partner-Managed shelters.

b) Shelter staffing requirements will be met through state agency support, activation of mutual aid agreements, service contracts and utilization of volunteers.

c) Personnel may come from any state agency or external organization providing resources activated through the SEOC.

d) State agencies may be tasked with providing personnel in support of shelter operations at the direction of the governor or designee.

E. Resource and Logistical Support Requirements

1. Resources and logistics support necessary to implement and sustain sheltering operations will be provided through processes established in IEOP Annex 9, Resource Management.

2. Responding organizations will provide initial capabilities and logistics support in accordance with the internal procedures and policies of the AHJ.

3. Additional resource and logistics support may be provided through implementation of the Emergency Management Assistance Compact (EMAC), the federal government and private sector.

III. Roles and Responsibilities

A. American Red Cross (Red Cross)

1. Coordinate with American Red Cross disaster response operations leadership to determine necessity for and coordinate sheltering operations.

2. Coordinate Red Cross sheltering operations with primary and support agencies conducting state mass care.

3. Coordinate with SEOC liaison officers (LNOs) for state agency resourcing and support in accordance with support agency roles and responsibilities and based on the scope and magnitude of event.



4. Coordinate and disseminate public information, crisis communications and educational messaging with SEOC public information officer (PIO) and Red Cross PIO.
 5. Coordinate Red Cross reunification efforts with the National Center for Missing and Exploited Children and other national reunification service providers as outlined in IEOP Annex 7-X4, Reunification and Evacuation of Non-Combatant Foreign Evacuees.
 6. Coordinate Red Cross case work operations with the state disaster recovery coordinator during transition to long-term recovery.
 7. Coordinate provisions for Functional Needs Support Services for those with Access and Functional Needs (AFN) residing in Red Cross Managed or Red Cross Partner-Managed shelters with IDPH and IDHS.
 8. Coordinate collection, receipt, compilation and development of situational reports on sheltering operations.
 9. Provide JITT or site-specific training to Red Cross personnel assigned responsibilities, missions and tasks.
 10. Coordinate notification, activation and deployment of personnel and equipment in support of state-approved sheltering operations.
- B. Illinois Board of Higher Education (IBHE)
1. Identify colleges and universities available for use in coordination with the Red Cross SEOC LNO.
 2. Identify personnel from colleges and universities available to assist in sheltering operations.
 3. Coordinate notification, activation and use of colleges and universities and personnel required for sheltering operations as directed by the SEOC Manager.
 4. Coordinate JITT with colleges and universities providing personnel support and shelter facilities.
 5. Monitor and advise the SEOC on sustainment requirements for colleges and universities providing sheltering support.
- C. Illinois Community College Board (ICCB)
1. Identify community colleges available for use in coordination with the



Red Cross SEOC LNO.

2. Identify personnel from community colleges available to assist in sheltering operations.
3. Coordinate notification, activation and use of community colleges and personnel required for sheltering operations, as directed by the SEOC Manager.
4. Coordinate JITT with community colleges providing personnel support and shelter facilities.
5. Monitor and advise the SEOC on sustainment requirements for community colleges providing sheltering support.

D. Illinois Deaf and Hard of Hearing Commission (IDHHC)

1. Coordinate the identification of deaf and hard of hearing interpreters and translators.
2. Provide field operations guidelines for communication with deaf and hard of hearing individuals.
3. Coordinate notification, activation and deployment of deaf and hard of hearing interpreters and translators with support agencies as directed by the SEOC Manager.
4. Coordinate JITT with agencies providing interpreters and translators.
5. Monitor and advise the SEOC on sustainment requirements for interpreter and translator services.

E. Illinois Department of Agriculture (IDOA)

1. Coordinate and direct animal health and well-being programs; establish priorities for resources and services and provide guidance on household pets and service animals as identified in IEOP Annex 7-X6, Household Pets and Service Animals.
2. Assist in identifying and acquiring feed, coordinating veterinary services and relocating service animals in support of shelter service providers.
3. Identify IDOA personnel available to assist in sheltering operations.
4. Coordinate administrative processes and resources necessary for use of county and state fairgrounds in support of sheltering operations.



- F. Illinois Department of Central Management Services (CMS)
1. Identify state-owned facilities available for use as shelters.
 2. Identify non-essential personnel from state agencies available to assist in sheltering operations.
 3. Identify CMS personnel available to assist in sheltering operations.
 4. Coordinate notification, activation and deployment of state personnel required for sheltering operations.
 5. Coordinate JITT for state agency personnel assigned to sheltering operations.
 6. Monitor and advise the SEOC on sustainment requirements for state agency personnel assigned to sheltering operations in coordination with CMS.
 7. Assist in acquiring/allocating state and federal surplus resources available for use in sheltering operations.
- G. Illinois Department of Children and Family Services (IDCFS)
1. Triage the needs of existing personnel and assess the need for new personnel available to assist in sheltering operations.
 2. Assess the viability of needed technology for maintaining communications within sheltering operations.
 3. Coordinate notification, activation and use of personnel required for sheltering operations.
 4. Identify IDCFS personnel available to assist in sheltering operations.
 5. Coordinate JITT with IDCFS personnel required for sheltering operations.
 6. Monitor and advise the SEOC on sustainment requirements for personnel required for sheltering operations.
 7. Coordinate with SEOC Red Cross LNO to identify unaccompanied minors and support youth in state care.
 8. Coordinate with SEOC ISP and Red Cross LNOs for the placement of children, for whom DCFS has legal custody and those separated from parents or guardians.



9. Coordinate the provision of youth services with SEOC Red Cross LNO.
 10. Support the system of communicating the safety and location of youth who are either separated from their families or in the legal custody of IDCFS.
- H. Illinois Department of Commerce and Economic Opportunity (DCEO)
1. Coordinate collection, receipt, compilation, development and dissemination of census data for disaster areas.
 2. Coordinate collection, receipt, compilation, development and dissemination of situational reports on available housing, lodging and commercial space.
- I. Illinois Department of Corrections (IDOC)
1. Identify correctional centers available in support of sheltering operations in coordination with the Red Cross SEOC LNO, including laundry services, staging, receipt and repackaging, and feeding support.
 2. Provide resources in support of sheltering operations, including pillows, bed sheets, blankets and materials from correctional industries.
 3. Identify individuals in custody crews available to support sheltering operations.
 4. Identify IDOC personnel available to assist in sheltering operations.
 5. Coordinate notification, activation and use of personnel required for sheltering operations.
 6. Coordinate JITT for IDOC personnel and individuals in custody supporting sheltering operations.
 7. Monitor and advise the SEOC on sustainment requirements for IDOC personnel and offender support.
- J. Illinois Department of Human Services (IDHS)
1. Coordinate identification of IDHS clients eligible for human services programs, including Disaster Behavioral Health (DBH) services..
 2. Coordinate identification of IDHS programs to provide services, depending on availability and capacity.



3. Identify agency personnel and contract staff available for service support, depending on availability and capacity.
 4. Coordinate notification, activation and use of personnel required for sheltering operations as directed by the SEOC manager, depending on availability and capacity.
 5. Determine necessity of site liaison to mass care facilities and coordinate notification, activation, deployment, coordination and sustainment as necessary, depending on availability and capacity.
 6. Monitor and advise the SEOC on sustainment requirements for IDHS personnel support.
- K. Illinois Department of Innovation and Technology (DoIT)
1. Identify and address the need for telecommunications and technology support services to shelters and sheltering operations.
 2. Coordinate use of state information technology services in support of sheltering operations.
- L. Illinois Department of Juvenile Justice (IDJJ)
1. Provide personnel with specialized skills (e.g., food service staff, mental health personnel, bi-lingual personnel, health care personnel and logistics staff) as available to assist in sheltering operations.
 2. Provide meals to support shelters or emergency workers.
 3. Provide laundry services for shelter residents or emergency workers.
 4. Provide for the storage of emergency supplies.
- M. Illinois Department of Natural Resources (IDNR)
1. Identify IDNR lands and property, including state parks, available for use in coordination with the Red Cross SEOC LNO.
 2. Identify IDNR personnel available to assist in sheltering operations.
 3. Coordinate notification, activation and use of IDNR personnel required for sheltering operations.
 4. Coordinate JITT with IDNR personnel supporting sheltering operations.



5. Identify the need for and provide logistical support to sheltering operations, to include boat/snowmobile transportation of shelter supplies, personnel and equipment.
 6. Monitor and advise the SEOC on sustainment requirements for IDNR lands, property and personnel.
- N. Illinois Department of Public Health (IDPH)
1. Coordinate collection, receipt, compilation, development and dissemination of situational reports on threats to public health, public welfare and the environment.
 2. Identify IDPH personnel with specialized skills (e.g., food service staff, foreign language interpreters, health care personnel and logistics staff) available to assist in sheltering operations.
 3. Coordinate the integration of health care facilities, local health departments, emergency medical services, volunteer medical personnel, and other medical resources into state-approved sheltering operations.
 4. Coordinate the provision of Functional Needs Support Services (FNSS) for people with Access and Functional Needs (AFN).
 5. Assist IEMA with the procurement of potable water, ice and portable toilets.
 6. Identify the need for and provide technical assistance to sheltering operations including food safety, safe drinking water, sanitary waste disposal, vector control and structural pest control management.
 7. Coordinate with SEOC Red Cross LNO to determine proper medical care facilities for persons determined not to be medically appropriate for placement in shelter facilities.
- O. Illinois Emergency Management Agency (IEMA)
1. SEOC Manager
 - a) Coordinate with SEOC liaisons, internal and external organizations and community partners in support of sheltering operations, including logistical support, fuel supply, cots and other commonly used shelter items.
 - b) Assist in the identification, acquisition, timely distribution and accounting of services, equipment and materiel in support of



resource requests.

- c) Establish and direct LOEs required for strategic planning and coordination of state-supported sheltering operations.
- d) Establish incident management systems and assign coordinating elements for personnel and resources deployed by or on behalf of the state.
- e) Ensure continuity of operations for maintenance and sustainment of sheltering operations.
- f) Coordinate and direct transitions between short, intermediate and long-term recovery; establish priorities for resources and services and provide guidance on sheltering operations.
- g) Coordinate with the SEOC private sector LNO to develop and disseminate updates, briefings and intelligence to the private sector.
- h) Coordinate with the SEOC voluntary agency LNO for the integration of volunteers and donations management support into shelter support operations.

2. Radiological Emergency Assessment Center Manager

- a) Coordinate the integration of sheltering operations with the Illinois Plan for Radiological Accidents (IPRA).
- b) Identify the need for and deploy Radiological Assessment Field Teams.
- c) Coordinate radiological decontamination and monitoring activities at shelter facilities.
- d) Provide technical guidance on radiological impacts to sheltering operations.

P. Illinois National Guard (ILNG)

- 1. Coordinate requests for personnel and resources to provide security and protection at shelters.
- 2. Coordinate requests for personnel and resources to provide security and protection for state agency personnel and resources involved in sheltering operations.



- Q. Illinois State Board of Education (ISBE)
1. Identify schools available for use in coordination with the Red Cross SEOC LNO.
 2. Identify personnel from schools available to assist in sheltering operations.
 3. Coordinate notification, activation and use of schools and personnel required for sheltering operations.
 4. Coordinate JITT with schools providing personnel support and shelter facilities.
 5. Monitor and advise the SEOC on sustainment requirements for schools providing shelter support.
- R. Illinois State Police (ISP)
1. Coordinate with local law enforcement agencies and law enforcement mutual aid organizations.
 2. Coordinate requests for personnel and resources to provide security and protection at shelter facilities throughout operations.
 3. Coordinate requests for personnel and resources to provide security and protection for state agency personnel and resources involved in sheltering operations.
 4. Coordinate with the Illinois Department of Juvenile Justice (IDJJ) on the assignment of personnel with specialized training in juvenile services, including services for unaccompanied minors.
 5. In collaboration with the Red Cross, coordinate law enforcement agencies efforts to support sheltering of registered sex offenders.
- S. Illinois Emergency Services Management Association (IESMA)
1. Coordinate SEOC requests for personnel and resources to augment sheltering operations with Red Cross SEOC LNO.
 2. Coordinate the notification, activation, deployment, coordination and implementation of Emergency Management Assistance Teams (EMAT) and Incident Management Teams (IMT), as requested by the SEOC manager.



3. Establish and support LOE-Shelter Support strategic operations as directed by the SEOC manager in coordination with the SEOC Red Cross LNO.
 - a) Coordinate the collection, analysis and dissemination of LOE-Shelter Support disaster intelligence and provide situation reports to the SEOC manager.
 - b) Coordinate resource management requests for LOE-Shelter Support with the SEOC to fulfill logistical requirements.
 - c) Develop strategic action plans for support and sustainment of LOE-Shelter Support.

- T. Other Agencies: General Requirements
 1. At the request of the SEOC Manager:
 - a) Identify resources, facilities and personnel available to assist in shelter operations.
 - b) Coordinate notification, activation and deployment of resources, facilities and personnel available to assist in shelter operations.
 - c) Monitor and advise the SEOC on sustainment requirements for resources, facilities and personnel providing shelter operations support.

- IV. Authorities and References
 - A. Authorities
 1. All authorities found in IEOP Annex 7, Mass Care

 - B. References
 1. Comprehensive Preparedness Guide 101 (CPG 101): Developing and Maintaining Emergency Operations Plans.
 2. FEMA P785, National Mass Care Strategy