

Appendix 7, Mass Care

Primary Mass Care Agencies: American Red Cross (Red Cross)

Support Mass Care Agencies: Capital Development Board (CDB)
Illinois Board of Higher Education (IBHE)
Illinois Community College Board (ICCB)
Illinois Commerce Commission (ICC)
Illinois Deaf and Hard of Hearing Commission (IDHHC)
Illinois Department of Agriculture (IDOA)
Illinois Department of Central Management Services (CMS)
Illinois Department of Children and Family Services (DCFS)
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 Department of Transportation (IDOT)
Illinois Department of Veterans' Affairs (IDVA)
Illinois Department on Aging (IDoA)
Illinois Emergency Management Agency (IEMA)
Illinois Environmental Protection Agency (IEPA)
Illinois National Guard (ILNG)
Illinois State Board of Education (ISBE)
Illinois State Police (ISP)
Illinois Secretary of State (SOS)

I. Introduction

A. Purpose

1. To establish strategic and operational guidance necessary for the implementation of mass care services during a catastrophic earthquake event.

B. Scope

1. This appendix does not replace or supersede IEOP Annex 7, Mass Care or its appendices, but acts as a supplement for earthquake specific requirements for response and recovery operations.
2. State of Illinois defines Mass Care as a function under Population Related Disaster Services (PRDS). PRDS encompasses the following:
 - a) Animal Services
 - b) Evacuation Transportation
 - c) Facility Identification and Risk Analysis
 - d) Fire Service

- e) Health and Medical Services
 - f) Mass Care Services
 - g) Operational Communications
 - h) Protective Services and Security
 - i) Public Information and Education
 - j) Resource Management and Logistics
 - k) Safety
 - l) Training
 - m) Warning, Emergency Information, and Notification
3. For the purposes of this appendix, mass care activities include, but are not limited to, congregate sheltering, feeding, distribution of emergency supplies, animal welfare, physical transportation of and support to evacuees, repatriation and reunification of families.
 4. Access and functional needs support systems are incorporated into all mass care activities.
 5. Critical modes of transportation for the movement of displaced persons, supplies, and support personnel may extend beyond the geographical boundaries of the state through established mutual aid agreements and dependent systems.
 6. This appendix applies to local, state and federal government agencies, private sector, nongovernmental and faith-based organizations and event-based volunteers having a role and responsibility to response and recovery in an earthquake event.
 7. End state will be reached when local and NGO resources are sufficient to assume and maintain coordination of mass care operations without State resources or coordination.
 8. This annex does not address:
 - a) Tactical level guidance
 - b) Procurement of resources (Annex 9, Resource Management and Logistics)
 - c) Site security (Annex 16, Law Enforcement Coordination and Management)
 - d) Military support (Annex 27, Military Coordination)
 - e) Volunteer and donations management (Annex 21, Volunteer and Donations Management)
 - f) Waivers and exemptions (Annex 4, Transportation, Appendix X-3, Waivers and Exemptions)
 - g) Repatriation (Annex 7, Mass Care, Appendix X-5, Emergency Repatriation Plan)
 - h) Just-in-time training procedures

C. Policy

1. Procedures for utilization, control and use of mass care resources will incorporate and/or consider operational priorities that include, but are not limited to, the protection of life, public health and safety, property

protection, environmental protection, restoration of essential utilities, restoration of essential program functions and coordination as appropriate.

2. The governor or designee will authorize and direct the use of state resources to provide support and assistance to mass care efforts after consideration of both need and cost.
3. Personnel will be trained for assigned missions, to the extent possible, and made aware of potential risks involved.
4. The governor will support the activation of the Disaster Services Volunteer Leave Act to authorize state employees to assist the American Red Cross in support of mass care operations in accordance with 5 ILCS 335/3, Disaster Service Volunteer Leave Act, as amended.
5. Laws, rules, regulations and policies of the United States government and agencies involved in mass care are applicable within the state of Illinois.

D. Situation Overview

1. An earthquake at a magnitude 4.5 or higher has occurred resulting in damage to residential structures and commercial facilities, a disruption of life essential services and a threat to life-safety across impacted areas throughout multiple states, requiring implementation of PRDS, to include Mass Care.
2. Local, state, and national capabilities and resources (personnel, equipment, critical facilities and supplies) are engaged in response and recovery efforts and are insufficient due to the scope and magnitude of the event.

E. Assumptions

1. Local jurisdiction resources are fully engaged in assessing the need for mass care services.
2. Natural factors such as weather, time of day, and time of year of initial impact and going into the recovery phase will change the mass care needs.
3. Mass care requirements will increase due to cascading events attributed to catastrophic earthquake. These effects will include:
 - a) Injuries and fatalities
 - b) Hazardous materials spills
 - c) Fire
 - d) Loss of critical infrastructure
 - e) Damage to property and the environment
 - f) Expanding impact area
 - g) Relocation of PRDS operations

4. Aftershocks at a magnitude 4.5 or higher will result in a reset of state response plans
5. SEOC will seek activation of federal programs to support the affected population, including but not limited to:
 - a) FEMA Transitional Shelter Assistance Program
 - b) Emergency Prescription Assistance and Medical Equipment Replacement Program
 - c) Disaster Supplemental Nutrition Assistance Program (D-SNAP)
 - d) Crisis Counseling Program (CCP)
6. Sites and facilities listed for mass care services within the impact area will require structural assessments. Local jurisdiction resources will be required for initial assessment due to shortage of qualified building inspectors. SEOC will prioritize large facilities identified for mass care operations.
7. There will be a need to provide PRDS to the population that does not evacuate the impacted areas.
8. County, state and federally owned lands, as well as privately owned campgrounds, will be used for PRDS.
9. Permanent housing solutions will be required to facilitate long term recovery.
10. Affected populations will self-evacuate out of the area with no destination or recovery plan.
11. Those who cannot self-evacuate will require assistance.
12. Reception centers, shelters, and host cities will be prepared to receive a surge of both responders and evacuees.
13. Evacuees will arrive at mass care sites with physical, behavioral and emotional health concerns and will require care.
14. A large percentage of the affected population is expected to own livestock, household pets and service animals.
15. Operations will be slowed by damage to the critical infrastructure.
16. Some impacted by the earthquake will refuse to take shelter indoors due to fear of aftershocks.
17. Affected populations will include unaccompanied minors, vulnerable populations, individuals with access and functional needs, and individuals required to report location to a state agency.
18. The governor will suspend some governmental operations to direct maximum utilization of available resources during response and recovery.

19. Temporary assignments to support mass care operations will require training.
20. PRDS operations will ensure all functional and access needs requirements will be met in accordance with the Americans Disability Act, as amended.
21. Emergency Management Assistance Compact (EMAC), mutual aid, federal resources and assistance from whole community partners will be required to sustain mass care operations.
22. Impacts to critical infrastructure will require state support to mass care facilities.
23. Responders will care for family members and property prior to deploying, which will delay initial response and recovery efforts.
24. Some Illinois residents will seek PRDS in other states and require tracking by State of Illinois for wrap around services.
25. Spontaneous independent shelters will open without state recognition and not receive state support.

II. Concept of Operations

A. General

1. Local Authorities Having Jurisdiction (AHJs) will open shelters and begin providing care for those in their communities before the state support is initiated.
2. State-supported PRDS will be coordinated through the SEOC.
3. State agencies with primary or support roles in PRDS will identify resources that are immediately available for deployment to support operations.

B. Operational Priorities

1. The SEOC will apply strategic priorities to begin and sustain mass care for the impacted population, to include:
 - a) Life safety
 - b) Support evacuation sites, reception centers, and evacuation of affected populations
 - c) Shelter, food and medical assistance
 - d) Temporary health and welfare
 - e) Deliver life-essential supplies
 - f) Establish repatriation and reunification systems

C. Organization

1. Direction and Control
 - a) Direction and control will be conducted in accordance with Annex 7, Mass Care.
 - b) The SEOC Manager will assign a Mass Care Coordinator who will oversee all mass care activities.
 2. Coordinating Elements
 - a) SEOC notification, alert and warning of SEOC liaisons will be handled in accordance with IEOP Annex 3, Communications, Appendix A-1, Notification, Alert and Warning.
 - b) Primary and support agencies are responsible for internal and support partner notification.
 - c) Responding agencies may establish their own disaster operations headquarters outside of the SEOC. SEOC will coordinate with these bodies through established liaisons.
 - d) The SEOC will coordinate with members of the Illinois Voluntary Agencies Active in Disaster and its national level partners through the VOAD Liaison.
 - e) State Unified Area and/or Area Command (SUAC/SAC) elements may be deployed by the SEOC to coordinate support of mass care operations in forward areas.
 3. Federal Coordination
 - a) SEOC liaison officers (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 Mass Care Coordination Group consisting of multiple Element Specific Support Functions (ESSF) for PRDS in accordance with IEOP Base Plan, Appendix 4, Element Specific Support Function.
 - a) The PRDS ESSF will convene with representatives from relevant support agencies and establish sub-groups by function, as needed.
 - b) An example of the Mass Care Coordination Group structure can be found in TAB A.
 2. Mass care operations, to include shelters and reception centers, will choose service locations based on these criteria, listed in order of importance and proximity to impact area:

- a) Availability of undamaged structures and utilities
 - b) Ease of access by both affected populations and responding resources
 - c) Availability of nearby life-essential and recovery services
 - d) Building population capacities
 - e) Availability of facilities based on time of year
3. Reception centers will be established along major evacuation corridors to intake evacuees and help them find available shelter locations and other recovery services.
 - a) Centers will host bare minimum services to facilitate flow of evacuees.
 - b) Basic medical services, food and water, and communications services will be available to evacuees.
 - c) Locations of centers will follow the previously stated criteria. Centers should also consider sites with ample parking and traffic control.
 4. Sites for shelters and reception centers will be chosen from pre-disaster surveyed sites with Memoranda of Understanding (MOUs) and other agreements whenever possible.
 5. When possible, shelters and reception centers will be located along undamaged traffic corridors.
 6. State-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.
 7. Bulk Distribution of emergency supplies will be conducted in accordance with IEOP Annex 7, Mass Care, Appendix 3, Bulk Distribution Support.
 8. Feeding operations will be conducted in accordance with IEOP Annex 7, Mass Care, Appendix 2, Feeding and Hydration Support.
 9. Evacuee support will be conducted in accordance with IEOP Annex 7, Mass Care, Appendix 7, Support to Evacuees.
- E. Resource and Logistical Requirements
1. Resources and logistics support necessary to implement and sustain operational capabilities will be provided through processes established in IEOP Annex 9, Resource Management and Logistics.

III. Roles and Responsibilities

A. American Red Cross (Red Cross)

- ___ 1) Supports the management and coordination of sheltering, feeding, distribution of emergency supplies and reunification services to the affected population.
- ___ 2) Support the establishment and operation of mass care services.
- ___ 3) Coordinate the provision of emergency feeding to those impacted by the disaster.
- ___ 4) Coordinate bulk distribution of emergency supplies.
- ___ 5) Supports reunification efforts in coordination with government entities, as appropriate.
- ___ 6) Coordinate mental, spiritual and physical health services to impacted populations in shelters and reception centers.

B. Illinois Commerce Commission (ICC)

- ___ 1) Serve as liaison with utility companies to arrange for priority restoration of life essential services for mass care operations.
- ___ 2) Assist in the coordination of the transportation of disaster relief supplies and evacuees by rail.
- ___ 3) Provide information about utility outages and estimated restoration times to assist in determining the need for mass care services.

C. Illinois Department of Central Management Services (CMS)

- ___ 1) Provide and/or procure vehicles and specialized equipment for use in response and recovery operations.
- ___ 2) Assist in providing fuel, repair, and services to vehicles providing mass care services.
- ___ 3) Assist in the coordination of the establishment of refueling depots.
- ___ 4) Identify and distribute information on the availability of state and federal surplus property for disaster relief operations.
- ___ 5) Assist in the coordination of logistics support for disaster relief operations as appropriate.
- ___ 6) Assist in the coordination of the procurement of disaster relief services, supplies and equipment.

- ___ 7) Provide media tracking of stories related to the disaster to obtain disaster intelligence about relief operations and assist in disseminating disaster relief information to the public through the media.
- ___ 8) Provide technical assistance in the hiring of new or recruitment and deployment of existing state employees for temporary assignment as disaster relief workers to support mass care activities.
- ___ 9) Coordinate the acquisition of new and the use of existing CMS-managed state facilities and property for use in support of disaster relief operations.
- ___ 10) Through CMS Bureau of Benefits contracted counseling firm, assist in providing incident-related counseling for responders deployed by the SEOC.

D. Illinois Department of Natural Resources (IDNR)

- ___ 1) Coordinate the use of state park lodges and camp grounds for housing of displaced persons, feeding centers, mobilization centers and staging areas.
- ___ 2) Provide personnel to manage shelters and other mass care facilities as available.
- ___ 3) Provide disaster intelligence information about flood stages and the potential for evacuations.
- ___ 4) Provide assistance with transportation of food, supplies and disaster relief personnel by boat or snowmobile to isolated areas.

E. Illinois National Guard (ILNG)

- ___ 1) Coordinate resources for approved mission support requests from the SEOC manager in accordance with IEOP Annex 27, Military Coordination.

F. Illinois Secretary of State (SOS)

- ___ 1) Provide assistance in the replacement of identification (State ID Cards, drivers' licenses) for disaster victims.
- ___ 2) Provide for the issuance of specialized identification for restricted access to mass care or other disaster relief facilities.
- ___ 3) Assist in verification of licensures and certifications for individuals providing mass care assistance.

G. Illinois State Police (ISP)

- ____ 1) Coordinate the provision of security at shelters, feeding centers and mass care warehouses.
 - ____ 2) Assist in providing background checks of event-based volunteers wishing to provide services shelters where children or vulnerable adults are located.
- H. Illinois Deaf and Hard of Hearing Commission (IDHHC)
- ____ 1) Assist in providing interpreters for the deaf and hard of hearing.
- I. Illinois Department on Aging (IDoA)
- ____ 1) Arrange for use of Senior Citizens Centers as mass care shelters and food preparation sites.
 - ____ 2) Assist with the distribution of food and emergency supplies to seniors and individuals with disabilities who may not be able to reach mass care facilities. Many Senior Citizens centers serve as nutrition sites and maintain emergency food provisions.
 - ____ 3) Arrange for Department and Area Agency on Aging personnel to assist elderly and disabled persons in shelters and other mass care facilities.
 - ____ 4) Assist in providing transportation of senior citizens and individuals with disabilities to mass care facilities.
 - ____ 5) Provide outreach workers to provide specialized assistance to senior citizens and individuals with disabilities who are disaster victims. In a federally declared disaster, the Department on Aging can provide federal grant funds to local Area Agencies on Aging to assist clients they serve.
- J. Illinois Department of Agriculture (IDOA)
- ____ 1) Arrange for use of the Illinois State Fairgrounds in Springfield and DuQuoin to support mass care operations.
 - ____ 2) Coordinate the use of county fairgrounds to support mass care operations.
 - ____ 3) Coordinate the care of animals brought to shelters or displaced by the disaster.
- I. Capital Development Board (CDB)
- ____ 1) Coordinate the construction of temporary shelter facilities, as necessary.
 - ____ 2) Assist in providing qualified staff or contractors to inspect the structural safety of mass care facilities.

J. Illinois Department of Children and Family Services (DHFS)

- ___ 1) Coordinate the care of children separated from their parents or legal guardians.
- ___ 2) Provide assistance to Youth in Care impacted by the disaster.
- ___ 3) Assist in the coordination of Emergency Day Care Services at shelters.
- ___ 4) Provide personnel in shelters and feeding centers in response to concerns about neglect of children by their parents or guardians.

K. Illinois Community College Board (ICCB)

- ___ 1) Coordinate the use of community colleges to support mass care operations.
- ___ 2) Assist in coordinating the assignment of community college personnel including but not limited to shelter management, food service staff and foreign language interpretation.
- ___ 3) Identify interpreters, mental health personnel, health care personnel, logistics staff etc. to assist in mass care relief operations.

L. Illinois Department of Corrections (IDOC)

- ___ 1) Arrange for the use of correctional institutions (including the use of inmate and correctional center staff) for the preparation of food for disaster victims and emergency workers.
- ___ 2) Provide inmate labor to assist with disaster relief activities (loading and unloading of supplies, cleaning of food and beverage containers, etc.).
- ___ 3) Provide for the use of correctional center laundry facilities to clean disaster victims' and emergency workers' clothing (i.e., following long term sheltering).
- ___ 4) Provide products from Correctional Industries for use by disaster victims and emergency workers.
- ___ 5) Provide correctional staff certified as Emergency Medical Technicians (EMTs) and Certified Medical Technicians (CMTs) to assist with first aid needs and certified mental health staff to assist in family counseling at shelters.

- ___ 6) Provide staff as available for the management of mass care facilities.
- ___ 7) Provide assistance with storage of disaster relief supplies at correctional facilities.

M). Illinois Department of Human Services (IDHS)

- ___ 1) Coordinate the assistance to disaster victims with Alcohol and Other Drug Abuse (AODA) problems and coordinate the delivery of AODA prevention, outreach, intervention, and treatment services to disaster victims during the recovery period.
- ___ 2) Provide food from mental health and developmental centers to support mass care operations.
- ___ 3) Assist in providing laundry services from mental health and developmental centers for residents of disaster shelters.
- ___ 4) Provide mental health services to disaster victims living in shelters or at other disaster relief centers and to disaster workers as needed.
- ___ 5) Assist in coordinating the recruitment and placement of private care attendants for individuals with disabilities, living in congregate care facilities or whose personal care assistants are not available as a result of the disaster.
- ___ 6) Assist in providing transportation for individuals with disabilities to mass care facilities or for the transportation of mass care supplies to individuals with disabilities who are not able to access public facilities because of the disaster.
- ___ 7) Provide interpreters for the deaf and hard of hearing and translation of emergency information into Braille for disaster victims who are visually impaired through the Department's School for the Deaf and School for the Visually Impaired or other contract personnel.
- ___ 8) Provide infant and baby formula and replacement coupons issued through the Women Infant and Children (WIC) program.
- ___ 9) Distribute Disaster Supplemental Nutrition Assistance Program (D-SNAP) assistance to qualified disaster victims.
- ___ 10) Provide financial assistance to qualified disaster victims through the Department's Crisis Assistance Program.
- ___ 11) Provide assistance in assigning social work staff in resolving difficulties in shelters and other places where disaster victims congregate.

____ 12) Provide assistance in coordinating emergency day care services for disaster victims.

____ 13) Provide staff from the Department or contracted agencies to assist with the management of shelters.

N. Illinois Department of Public Health (IDPH)

____ 1) Collaborate with local health care entities in locating health care workers to augment personnel assigned to shelters.

____ 2) Assist with procurement of potable water, ice and portable toilets at shelters, feeding centers, and other areas where disaster victims or emergency workers congregate.

____ 3) Provide technical assistance for shelter operations related to food safety, private water supplies, waste disposal, vectors, and vermin.

O. Illinois Department of Transportation (IDOT)

____ 1) Provide transportation to support mass care efforts as required.

____ 2) Provide highway condition information about roads to and from disaster areas and relief centers.

____ 3) Provide the use of State rest areas as emergency Mass Care facilities.

____ 4) Provide storage of mass care supplies at IDOT facilities.

____ 5) Use IDOT road information radio systems and emergency highway signs to broadcast critical information to evacuees and disaster victims such as location of shelters and emergency aid stations and assistance centers.

P. Illinois Department of Veterans Affairs (IDVA)

____ 1) Arrange for the limited use of State Veteran's home facilities as resources permit.

____ 2) Assist in the coordination of the provision of assistance to veterans who are disaster victims.

____ 3) Provide staff as available to assist in the operation of mass care facilities including the provision of available medical staff from veterans' homes.

Q. Illinois Emergency Management Agency (IEMA)

____ 1) Provide disaster intelligence information to help assess the need for mass care services.

- ____ 2) Provide logistics support, including communications to support mass care operations.
- ____ 3) Provide support for the acquisition and deployment of emergency generators for shelters and mass care kitchens as needed.

R. Illinois State Board of Education (ISBE)

- ____ 1) Coordinate the acquisition and transportation of United States Department of Agriculture (USDA) commodity foods to shelters and mass care kitchens.
- ____ 2) Coordinate the use of school facilities as shelters, feeding centers, headquarters facilities, staging areas, mobilization centers, and relief centers.
- ____ 3) Assist in coordinating the recruitment and assignment of school district personnel particularly those with specialized skills (school nurses, guidance counselors, school psychologists, school food service personnel, nutritionists, etc.) to assist in the provisions of mass care services.
- ____ 4) Provide technical assistance from school nutritionists to assist in menu planning and development.
- ____ 5) Coordinate the provision of educational services for school-aged children living in shelters during the school year.

S. Illinois Board of Higher Education (IBHE)

- ____ 1) Assist in coordinating the use of higher education facilities to support mass care operations; this may include the use of universities as shelters, feeding centers and disaster relief centers and the provision of food for disaster survivors.
- ____ 2) Assist in identifying university personnel to assist in mass care operations, particularly those with specialized skills such as food service personnel, housing staff, mental health personnel, health service personnel, foreign language specialists, etc.).
- ____ 3) Arrange for the provision of laundry services at colleges and universities for shelter residents and emergency workers.

T. Illinois Department of Innovation and Technology (DoIT)

- ____ 1) Assist in providing technology support for mass care operations including the establishment of “cyber cafes” in shelters and other locations to assist in family reunification efforts.
- ____ 2) Provide telecommunications support to disaster relief operations.

- _____ 3) Assist in providing video conferencing services for disaster relief personnel.
- _____ 4) Assist in providing computers, internet access and video conferencing at Volunteer Intake Centers to assist with training event-based volunteers and local and state government employees assigned to the relief operation.
- _____ 5) Assist in providing critical information about the location of shelters and assistance centers and tips for disaster survivors on the State’s web sites.

U. Guardianship and Advocacy Commission

- _____ 1) Assist in providing services to those served by the Office of the State Guardian and persons with disabilities located in shelters.

IV. Authorities and References

Authorities and References are located within the IEOP, Annex – H1 Earthquake for all supporting agencies and organizations.