

MISSISSIPPI COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP)

Shelter Support Annex

Coordinating and Primary Agency

Mississippi Emergency Management Agency (MEMA)

Primary Agencies

Mississippi Department of Human Services (MDHS)
American Red Cross (ARC)

Support Agencies

Mississippi Department of Education (MDE)
Institutes of Higher Learning (IHL)
Mississippi Community College Board (MCCB)
Mississippi Division of Medicaid (DOM)
Mississippi Department of Mental Health (MDMH)
Mississippi Commission for Volunteer Service (MCVS)
Mississippi Voluntary Organizations Active in Disaster (MSVOAD)
Mississippi State Department of Health (MSDH)
Mississippi Department of Rehabilitation Services (MDRS)
Mississippi Department of Public Safety (MDPS)
Mississippi Department of Agriculture and Commerce (MDAC)
Mississippi Board of Animal Health (MBAH)
Mississippi State University-Extension Service (MSU-ES)
Mississippi Military Department (MMD)
 Mississippi National Guard (MSNG)

Non-Government Organizations

Salvation Army (SA)

Federal Coordinating Agencies

Department of Homeland Security (DHS)
 Federal Emergency Management Agency (FEMA)

Federal Cooperating Agencies

All federal Departments and Agencies

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MISSISSIPPI COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP)

Shelter Support Annex

1. INTRODUCTION. Sheltering is providing life-sustaining services in a safe, sanitary, and secure environment for survivors affected by disasters and people who evacuate before a disaster strikes. Sheltering includes:

- a. Identifying facilities;
- b. Providing life-sustaining and essential services;
- c. Supporting the closing of shelters and placing shelter residents into longer-term housing solutions.

As all emergencies are locally executed, state-managed, and federally supported, local authorities are responsible for sheltering their citizens. In close coordination with the Mississippi Department of Human Services (MDHS), the American Red Cross (ARC) supports local sheltering efforts with indispensable capabilities and sheltering experience. Depending on the size and scope of an incident and the local authority's capabilities, an ARC-supported shelter may be the first and only sheltering option available.

2. PURPOSE. The Shelter Support Annex of the State of Mississippi Comprehensive Emergency Management Plan (CEMP) is intended to define the framework for the State response to identified shelter needs in relation to all levels of response for non-congregate sheltering. It supports the MDHS Multi-Agency Shelter Support Plan (MASSP) and County Sheltering Support Plans. This plan is intended as a guide to support sheltering operations and can be adapted as necessary. Tactical actions taken at the shelters are described in individual agency procedures.

3. SCOPE. This document establishes the basic procedures, guidance, assumptions, and strategies for the State of Mississippi in shelter preparedness and operational response to an incident. Mississippi prioritizes protecting life, with the preservation and protection of property being secondary. This Annex can be partially or fully implemented, anticipating a significant event or response to an incident. The selective implementation allows for a scaled response, delivery of the needed resources, and coordination appropriate to the incident. It is also used when Mississippi's capabilities are exceeded and non-governmental or a federal government response is requested.

4. SITUATION. Mississippi is susceptible to a wide variety of natural and manmade incidents that may result in the need for sheltering. These can include tropical storms, hurricanes, radiological, and earthquake events. Additionally, the challenges present by global pandemics present unique challenges for congregate sheltering.

Tropical storms and hurricanes account for the vast majority of the incidents requiring sheltering. MDHS is the lead state agency for coordinating sheltering support. In partnership with the ARC and MDHS, the other sheltering support entities are well-versed in sheltering operations in Mississippi, especially in the lower third of the state. Additionally, many of the 82 counties in Mississippi have county shelter plans, which help identify any capability gaps and prioritize sheltering requirements.

5. PLANNING ASSUMPTIONS.

a. Public sheltering is a local government responsibility in collaboration with community partners; responsibilities include designating, planning, resourcing, opening, and closing public shelters.

b. Local government shelter capabilities are limited; medium to large-scale incidents require state and ARC sheltering support.

c. Most shelter sites will be pre-identified and surveyed for capacity during the preparedness phase.

d. Unforeseen circumstances might necessitate additional shelters; those other shelters must be identified and surveyed during the event.

e. Participating organizations will develop internal procedures and train personnel to perform the duties and responsibilities described in this plan.

f. Shelter residents will need access to essential life-sustaining supplies, including medication, food, and water.

g. People may arrive at a shelter with their household pets, needing shelter and care.

h. All individuals seeking shelter will be welcome to register at any open shelter. Certain individuals may not be appropriate for general population shelters (i.e., registered sex offenders, critically ill, etc.) but will still require assistance finding appropriate shelter. The managing entity will coordinate this assistance.

i. During an active disaster, affected residents will choose to either shelter in place, stay with family or friends, find alternative shelter at a hotel/rental location, or seek public congregate shelter. Those seeking public shelter comprise 6-10% of the affected population.

Shelter Support Annex to MS CEMP

(1) For a hurricane evacuation scenario, the entire population of the lower six counties will be affected, and on average, 6.7% of those affected may seek shelter.

(2) For a non-catastrophic event, approximately 10% of the total population of each impacted county will be affected, and 6.7% of those affected may seek shelter.

(3) The total affected population could be greater than 10% for a statewide catastrophic disaster.

j. Shelter residents requiring assistance with special needs will mirror the statewide prevalence of those needs.

Special Need	% Of MS Population (2020 Census)
Disability	11.9%
Language other than English Spoken at Home	4%

k. Pre-staging is advised due to transportation, debris, and external factors that may impede the delivery of sheltering supplies.

l. 33% of the pre-trained shelter workforce (staff and volunteers) will be available to support during any given event. Ongoing coordination and collaboration among all Emergency Support Function (ESF) #6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services) partners will be paramount to ensure adequate shelter staffing for any event.

m. Extra-jurisdictional support may be significantly delayed in catastrophic incidents due to impacts on critical infrastructure.

6. CONCEPT OF OPERATIONS.

a. **General.** Response operations, including sheltering, will be incident-dependent during a catastrophic incident. The sheltering phase is a local county government responsibility, and the participation of local emergency management in this process is critical to a successful shelter transition. The involvement of local agencies can positively impact helping shelters to open, operate, and close.

State shelter logistics and resource requirements are established based on the short-term general population capability targets. Mississippi does not play a direct operational role in disaster sheltering for the general population. The state shelter support capability is based on the capacity to deliver resources to the sheltering agents in the local jurisdictions in a timely manner after an event.

Shelter Support Annex to MS CEMP

This Annex provides an all-hazards framework for coordinating state shelter support during major and catastrophic disaster operations. The MASSP operates according to and supports ESF #6 and the CEMP.

The Governor, Mississippi Emergency Management Agency (MEMA), and MDHS (State ESF #6 lead/State Mass Care Coordinator) coordinate shelter support within the state as specified in the CEMP. Under the Emergency Management Law, MS Code Ann. § 33-15-17 (1972), local governments have the authority to direct municipalities and counties to assist in staffing emergency shelters. When the local government and local voluntary agencies have exceeded local assets, assistance can be requested via WebEOC to the State Emergency Operations Center (SEOC) through the local Emergency Management Agency (EMA).

State agency shelter partners will respond with available resources and coordinate with emergency management officials. State agency personnel will work alongside the ARC staff and volunteers to provide mass care services. If designated state agencies cannot meet resource requirements, MEMA will secure the necessary resources within the State, including activating Disaster Reservists (DR).

When these resources are insufficient, federal assistance may be requested through the Federal Emergency Management Agency (FEMA) Region IV (RIV) office. Other federal departments and agencies may also respond under their authority to assist the affected community. This support may include purchasing items and other supplies when state and voluntary organization purchasing resources are insufficient to meet demand in disaster-affected areas. Authority for federal agencies to provide shelter support is provided under Section 403 of the Stafford Act.

Local, tribal, and state governments have obligations under civil rights laws to ensure equal opportunity for individuals with disabilities and others with access and functional needs when providing mass care services.

b. FEMA 361 Safe Rooms/Storm Shelters. Mississippi has several county Safe Rooms/Storm Shelters across the state. In a partnership with FEMA and participating county emergency management agencies, MEMA made limited hazard mitigation grant funds available to counties to construct community saferooms and install individual Storm Shelters.

FEMA 361 Safe Rooms are designed and constructed to provide near-absolute life-safety protection for its occupants from extreme wind events such as tornadoes or hurricanes. Individual storm shelters can be reinforced rooms built in a new or existing structure that can provide greater protection for residents in the path of severe storms and tornadoes. These storm shelters can be above ground and the base flood elevation. The storm shelters can also be installed below ground outside Special Flood Hazard Areas.

The management of the safe rooms depends on the site's operational plan, and a safe room can be converted to an Evacuation Shelter, a Short Term Shelter, or a Long Term shelter if necessary.

c. Non-Congregate Sheltering. MEMA will undertake a targeted approach to identifying those populations that should be referred to a Non-Congregate Sheltering (NCS) site. Guidance from the Centers for Disease Control and Prevention (CDC) will be followed if necessary.

d. Access and Functional Needs Sheltering. The Americans with Disabilities Act (ADA) of 1990, the Fair Housing Act (FHA) of 1968, and civil rights requirements are not waived in disaster situations. Emergency managers and shelter planners are responsible for ensuring that sheltering services and facilities are accessible. Most individuals with access and functional needs can be accommodated with support in a general population shelter.

Functional Needs Support Services (FNSS) can be incorporated into shelter plans and resources. Examples of support services include durable medical equipment (DME), consumable medical supplies (CMS), and personal assistance services (PAS). Individuals requiring FNSS may have physical, sensory, mental health, and cognitive and/or intellectual disabilities affecting their ability to function independently without assistance. Others who may benefit from FNSS include women in the late stages of pregnancy, seniors, and people whose body mass requires special equipment.

e. Service Animals. A person who uses a service animal must be allowed to bring their service animal into a general population or special needs shelter and has the right to be accompanied by a service animal in all areas of public accommodation.

f. Sheltering Pets. In developing these strategies, the state considers the following:

(1) Locating pet-friendly shelters within buildings with restrooms, running water, and proper lighting.

(2) Allowing pet owners to interact with their animals and care for them.

(3) Ensuring animals are properly cared for during the emergency.

g. State Medical Needs Shelter. Upon request from the county, MEMA will mission assign staff to the State Medical Needs Shelter (SMNS) to ensure those with access and functional needs that cannot be met in a general population shelter are adequately cared for during an event. The shelter, located in Stone County, is self-sufficient for up to 36 hours with a backup power source, sewer and water connections, and telehealth capabilities with a direct line of communication established with the University of Mississippi Medical Center (UMMC) in Jackson. The shelter's capacity should not exceed 150 persons, including one mandatory caregiver per resident.

Transportation to the shelter can be arranged through MEMA on a case-by-case basis. However, counties should have a plan in place to transport the medically fragile without the assistance of the state.

h. State Mass Care Activation Tiers. In conjunction with the State Mass Care Coordinator, MEMA Operations will set the State Mass Care Activation Tier during an incident. There are four State Mass Care Activation Tiers. Tiers may differ from individual county levels. Each Tier of activation will be clearly defined in this plan to include the initiating conditions for each Tier and actions that must be initiated on the local and state levels as a result of meeting each condition. See *Table 1: Mass Activation Tier Chart* below.

Mass Care Activation Tiers			
Tier 1	Local	State	ARC/NGO
<ul style="list-style-type: none"> • County Emergency with no congregate sheltering. • MEMA and MDHS/ ESF #6 will maintain communication with local counties through MEMA Area Coordinators. 	<ul style="list-style-type: none"> • County EOC may be activated. • Small scale isolated to community response. • May or may not have a county declaration. 	<ul style="list-style-type: none"> • No state Mass Care needs are anticipated. 	<ul style="list-style-type: none"> • May be supporting county response through assistance to meet client needs with training and life-sustaining resources. • It may be supporting individual families with non-congregate sheltering for a short period.
Example			
<ul style="list-style-type: none"> ○ Multi-Family Complex Fire / Small Apartments ○ Severe Weather / Tornado damage to a few homes ○ Transportation / Pipeline incident with local evacuation (hot zone) ○ Active Shooter ○ Hazardous Material Event ○ Pandemic – low level ○ Festival / Large Athletic Event ○ Civil Disturbance ○ Extreme hot/cold temperatures 			

Tier 2	Local	State	ARC/NGO
<ul style="list-style-type: none"> • County sheltering events could include out-of-county SMAC (Statewide Mutual Aid Compact). • If more than two counties have multiple shelter levels, move to Tier 3. 	<ul style="list-style-type: none"> • Local government manages the emergency with their resources. • County EOC may be activated. • May have a County Declaration. • May have a State of Emergency (SOE) Declaration. 	<ul style="list-style-type: none"> • No state Mass Care needs are anticipated. • Notification may be sent to MDHS/ESF #6 and Mass Care stakeholders via WebEOC for Situational Awareness • MDHS ESF #6 and MEMA Area Coordinators are in full contact with affected counties. 	<ul style="list-style-type: none"> • May be supporting county response with shelters • Reporting activity to the State Mass Care Coordinator • Shelter information is tracked in the MEMA Shelter Board.
Example			
<p>Severe Weather / Tornado damage to multiple homes/subdivisions Pipeline or Rig Explosion (multi-day response) Hazardous Material requiring prolonged evacuation Multi-unit apartment fire requiring shelter (generally ten units) Train Derailment Extreme hot/cold temperatures Radiological Reception Center</p>			
Tier 3	Local	State	ARC/NGO
<ul style="list-style-type: none"> • Sheltering with State Support, including out-of-county Statewide Mutual Assistance Compact (SMAC) with partner county 	<ul style="list-style-type: none"> • Significant displacement of local communities • Local EOC may be fully or partially activated. • A county may request state 	<ul style="list-style-type: none"> • State Support to ARC shelters, if requested by ARC. • MDHS/ESF #6 reports all sheltering activity for the state • Tier 3 event will trigger the standing up of the Multi-Agency Shelter Task 	<ul style="list-style-type: none"> • May be supporting county response with shelters • Reporting activity to MDHS/ESF #6 • Shelter information, as reported in the ARC National Shelter System (NSS), will be updated in the

<ul style="list-style-type: none"> • A county must declare an Emergency if resources are needed from the state. 	<p>agency liaisons in their EOC</p>	<p>Force (MASTF) with all mass care stakeholders.</p> <ul style="list-style-type: none"> • Probable State Declaration of Emergency • SEOC fully activated • Possible Federal Declaration 	<p>MEMA State Shelter Board in WebEOC.</p> <ul style="list-style-type: none"> • May have representation in county EOC depending on the level of activation
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Example

Low to High-impact storm causes evacuation of coastal areas
 Localized flash flooding causes evacuation of county residents
 Pandemic
 Medical institutions declare evacuation and may request federal assets to assist.

Tier 4	Local	State	ARC/NGO
<ul style="list-style-type: none"> • Out-of-State and Federal Supported Sheltering event. • The county must declare an Emergency if resources are needed from the state. 	<ul style="list-style-type: none"> • Significant displacement of local communities. • Local EOC fully activated. • A county may request state agency liaisons in their EOC. 	<ul style="list-style-type: none"> • State Support to ARC shelters, if requested by ARC. • MDHS/ESF #6 reports all sheltering activity for the state. • Tier 4 event will trigger the standing up of the Multi-Agency Shelter Task Force (MASTF) with all mass care stakeholders. 	<ul style="list-style-type: none"> • May be supporting county response with shelters. • Reporting activity to MDHS/ESF #6. • As reported in ARC NSS, Shelter information will be updated in the MEMA State Shelter Board in WebEOC. • May have representation in county EOC depending on the level of activation.

		<ul style="list-style-type: none"> • SOE declared, and EOC is fully operational. • Federal Declaration. 	
Example			
<p>High-impact storm causes major evacuation of coastal areas – Category 4/5 Hurricane. Localized flash flooding causes evacuation of county residents Pandemic (See Non-Congrete Shelter Support Annex). Medical institutions declare evacuation and may request federal assets to assist. New Madrid Event</p>			

Table 1: Mass Care Activation Tiers

For Mass Care Tier 3 or 4 activations, shelter locations outside of the affected county will be coordinated between county EOCs in coordination with the Mississippi Multi-Agency Shelter Task Force (MASTF), MEMA, MDHS ESF #6, and the ARC. All sheltering activities inside a county must be coordinated through the local county emergency management office. County EMAs are responsible for coordinating all public messaging related to shelter information, including location, opening, and closing.

i. Shelter Operations Functions. Counties will identify the need for shelter operations based on the decision of the Incident Commander to begin evacuations and/or the event's magnitude. A large disaster will require activation of the County Emergency Operations Center (EOC), and information regarding emergency shelter activation will be communicated from the EOC. In the event of a disaster requiring the evacuation of citizens from their residences or places of business, the EOC will identify the extent of the shelter needs. (i.e., the estimated number of persons to be sheltered and those who need FNSS, such as the elderly or persons who may require medical supervision/care). The EOC Manager will select the appropriate shelter location based on the need and the location of the hazard, assuring that it is in a safe area. Listed below in Table 2 are some of the more common considerations for opening shelters:

Action	Description	Responsibility (Example)
Coordination	Determine which facilities are available and which ones will be best to open.	County Emergency Management, primary, and supporting sheltering agencies.

Action	Description	Responsibility (Example)
Inspection	Complete a pre-occupancy survey with the facility owner.	Primary sheltering agency.
Location	Ensure shelters are in safe, secure areas outside of potential risk areas.	County Emergency Management, primary, and supports sheltering agencies.
Verification	Verify the facility is appropriate for sheltering target populations.	County Emergency Management, primary, and supports sheltering agencies.
Accommodation	Ensure that the facility meets all ADA requirements and that a plan is in place to meet shortfalls.	Primary/supporting sheltering agencies and facility owner.
Equipment	Ensure there are sufficient material and human resources for expected populations.	Primary/supporting sheltering agencies and facility owner.
Availability	Confirm the availability of agencies to complete assigned roles for this specific shelter assignment.	Primary/supporting sheltering agencies and facility owner.

Table 2: Considerations for Opening Shelters

j. The Shelter Transition Model. The life cycle of a congregate shelter can be divided into distinct phases. (See *Figure 1: Shelter Transition Model Graphic* below). This pattern occurs regardless of the event type or the shelter's size.

In Phase 1, an event happens that causes people to seek shelter. Agencies identified in the local emergency plan direct shelter residents to pre-identified accessible and safe facilities where food, water, and other services are available. The services provided in each shelter depend on the length of time the shelter residents remain and their specific needs.

In Phase 2, the shelter population peaks and begins to decline as the hazard that causes the people to leave their homes diminishes. Some shelter residents can return to their homes. Other shelter residents are unable to return home because their dwellings have been destroyed or rendered unlivable. Shelter staff meets with the shelter residents to connect them with needed resources.

Some find appropriate housing solutions quickly, while others require more intensive casework. Creating a Shelter Transition Team may be warranted if a large shelter population and the community has lost a significant portion of their housing stock or there are many homeless or precariously housed before the disaster.

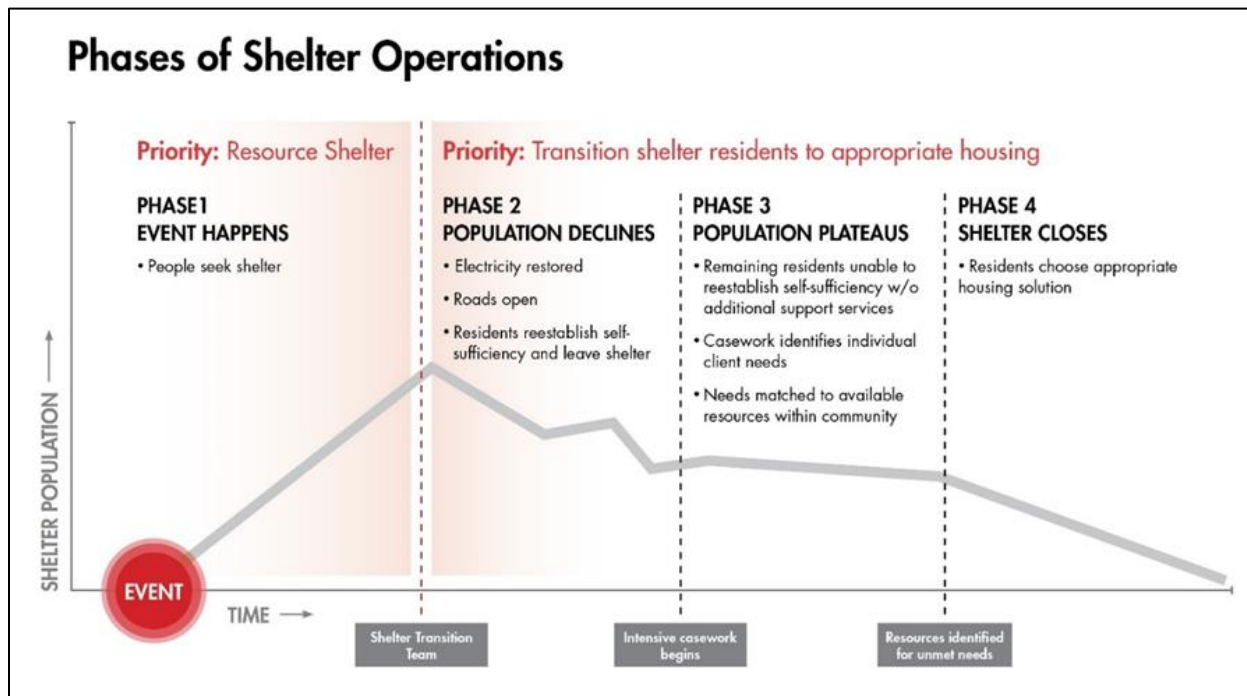


Figure 1: Shelter Transition Model Graphic

Phase 3 begins when the shelter population ceases to decline. In anticipation of this phase, the Shelter Transition Team, working with the local jurisdiction and the principal stakeholders, ensures that an adequate number of caseworkers have been identified and deployed into the shelters before the beginning of Phase 3. All eligible shelter residents should be registered with FEMA in a federally declared disaster. Phase 3 is characterized by shelter residents that require additional support connecting to resources. Intensive casework and the multi-agency coordination of the Shelter Transition Team are necessary to transition the remaining shelter residents to more permanent housing.

In Phase 4, the remaining shelter residents prioritize their needs, choose the most appropriate housing solution, and then close the shelter. To achieve this outcome, the resources identified through the intensive casework and the multi-agency Shelter Transition Team's efforts match the shelter residents' unmet needs.

k. Sheltering Considerations (Pre-Incident and Initial Response). During incident response and recovery, counties and all supporting agencies will discuss the considerations outlined below in *Table 3: General Considerations*.

Situation	Description	Source of Information
Status of Sheltering	Shelter population is either increasing, remaining stable, or declining.	WebEOC reports, shelter providers, and emergency management.
Infrastructure status	Are the utilities restored and access completed to businesses and homes? Are the roads accessible?	Emergency Management, utility companies, and transportation agencies.
Dwellings	Do most of the homes have operational cooking capabilities?	Preliminary Damage Assessment reports, American Red Cross and Emergency Management.

Table 3: General Considerations

Ongoing assessments of capabilities and shortfalls are critical to an effective and efficient response. At a minimum, sheltering support assessments are conducted every operational period.

The end state of the jurisdiction's Mass Care/Emergency Assistance group supported sheltering operation is survivors have returned to their homes or alternate housing. Achieving this end state requires future planning as soon as shelters open.

The overall strategy for dealing with emergencies is to minimize the loss of life and maintain the safety of Mississippi citizens. A large part of the population will act in their best interest and voluntarily evacuate from a disaster using their personal transportation and shelter option either with family, friends, or a hotel.

Although many evacuees are expected to relocate using their own transportation and resources, some may require a public shelter location. This plan will refer to this population as "self-evacuees." Depending on the size and scope of the disaster, shelter(s) may or may not be available within the evacuee's county of residence. In the case of a major evacuation event, citizens using their own transportation can find an available shelter location by listening to local officials, local press releases, and social media outlets or by calling 2-1-1. Residents without

transportation (Critical Transportation Needs or CTNs) must contact their local county EOC for transportation support.

1. Role of State Multi-Agency Shelter Task Force. When required, a MASTF is activated. The MASTF is triggered if one or more of the following conditions are present:

(1) The disaster is designated an Event of National Significance by the federal government.

(2) The projected evacuation shelter population is estimated to be 20,000 or greater.

(3) The projected short-term shelter population is estimated to be 5,000 or more.

The MASTF may also be activated by mutual agreement of the Primary and Supporting Agencies of the Plan. The MASTF operates as a planning and coordinating element of ESF #6 under the SEOC Human Services Branch and does not play an operational role. Upon activation, in consultation with the other stakeholders, the State Mass Care Coordinator designates a Task Force Leader and assigns specific goals and objectives to the MASTF.

The details of agency staffing and the operational procedures of the MASTF are outlined in the State Shelter Task Force Standard Operating Guide (TBD). The State Mass Care Coordinator is responsible for developing and periodically updating this Guide.

If an operational component is needed to support shelter residents transitioning from shelters to appropriate housing, a Multi-Agency Shelter Transition Team (MASTT) may be developed to assist at each shelter where the population has plateaued. The State Mass Care Coordinator and/or MASTF will provide guidance and support coordination for the MASTTs.

MASTTs will deploy to the designated shelters to conduct extensive casework with shelter residents to identify barriers to shelter transition. MASTTs, using available community resources, will endeavor to assist the shelter residents in identifying appropriate housing solutions.

MASTTs, in coordination with the State Mass Care Coordinator, will refer qualifying shelter residents who have been unable to locate appropriate housing to the State Temporary Housing Program as directed by the MEMA's Office of Housing and Individual Assistance.

7. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES.

a. Primary Organizations. The following are the primary contributing organizations to the operation of shelters within the scope of this plan.

Shelter Support Annex to MS CEMP

- (1) Mississippi Emergency Management Agency
- (2) County Emergency Management Agencies
- (3) Mississippi Department of Human Services
- (4) American Red Cross

b. Supporting Organizations. Supporting agencies contributing to the operation of shelters within the scope of this plan also include:

- (1) Mississippi Department of Agriculture and Commerce (MDAC)
- (2) Salvation Army (SA)
- (3) Mississippi State Department of Health (MSDH)
- (4) Mississippi Department of Public Safety (MDPS)
- (5) Mississippi Department of Education (MDE)
- (6) Institutions of Higher Learning (IHL)
- (7) Mississippi Community College Board (MCCB)
- (8) Mississippi Military Department (MMD)/Mississippi National Guard (MSNG)
- (9) Mississippi Department of Mental Health (MDMH)
- (10) Mississippi State University - Extension Service (MSU-ES)
- (11) Mississippi Commission for Volunteer Service (MCVS)
- (12) Mississippi Voluntary Organizations Active in Disaster (MSVOAD)
- (13) Mississippi Department of Rehabilitation Services (MDRS)
- (14) Mississippi Division of Medicaid (DOM)
- (15) United States Department of Agriculture (USDA)

c. Preparing for Sheltering.

(1) **Shelter Facilities.** Each managing entity shall pre-identify known shelters to be included in the WebEOC Shelter Board or the current record system identified by MEMA. The state Mass Care Coordinator will verify known shelters annually before the beginning of Hurricane Season; however, shelters can be added anytime. As shelters are identified, complete shelter information should be documented and submitted to the state Mass Care Coordinator. At a minimum, the following must be documented in WebEOC before opening a facility:

- (a) Name of the facility.
- (b) Owner of the facility.
- (c) POC for the opening facility.
- (d) Physical Address.
- (e) Total usable square footage.
- (f) Evacuation Capacity.
- (g) Post-Impact Capacity.
- (h) Pet-friendly status.

(2) **Shelter Staff.** Each managing entity will train the necessary staff to manage and operate shelter facilities per the entity's SOP and requirements. Should a managing entity require support in training shelter staff, the State Mass Care Coordinator will facilitate access to partner training as requested.

The State Mass Care Coordinator will facilitate a Multiagency Shelter Exercise annually to practice components of this plan. The plan will be adjusted annually, per feedback from the annual exercise and any plan implementation.

(3) **Coordination of Shelter Plan.** At least once per calendar year, the primary contributing agencies at the county level will meet to review critical tasks and resources described in this plan. Any identified gaps or resource shortfalls should be communicated with the State Mass Care Coordinator.

d. Shelter Operations.

(1) Opening of Shelter Operations. Congregate shelter operations may be indicated due to multiple situations. The primary triggers that may necessitate shelter operations include:

(a) More than 20 families in a single community are affected by a single event, indicating a need for shelter support.

(b) A significant event has affected a neighboring community, and the need for shelter is larger than the capacity of the affected community.

(c) A planned evacuation.

(d) Available community resources for sheltering are overwhelmed during an extreme weather event.

(2) Coordination of Shelter Openings.

(See Table 1 for a description of activation levels.)

Activation Level Tiers 1 and 2	Activation Level Tiers 2 and 3
<p>Local EM and/or Managing entities may notify the State Mass Care Coordinator of shelter openings if desired.</p>	<p>Shelters will be opened by one of the following mechanisms:</p> <ul style="list-style-type: none"> • At the direction of the County Emergency Manager by any managing entity. • Independently from the County Emergency Manager by any Non-Governmental Organization (NGO). <p>In both scenarios, the County Emergency Management Agency, preferably via local ESF #6 lead, ensures notification to the State Mass Care Coordinator and ARC county Gov Ops Liaison as soon as possible for inclusion in NSS and the State Shelter Board. Notification must include the shelter name, shelter location, the managing entity, and opening time.</p> <p>The State Mass Care Coordinator notifies the Human Services Branch Director for inclusion in the information and planning process.</p>

Activation Level Tiers 1 and 2	Activation Level Tiers 2 and 3
All resource needs for a shelter operation should be coordinated at the local/county level.	Any resource shortfalls will be requested through WebEOC for fulfillment.
Communication regarding shelter openings to the public will be the responsibility of the managing entity and/or County Emergency manager.	Communication regarding shelter openings to the public will collaborate between the managing entity, County ESF #2 (Communications), and State ESF #2.

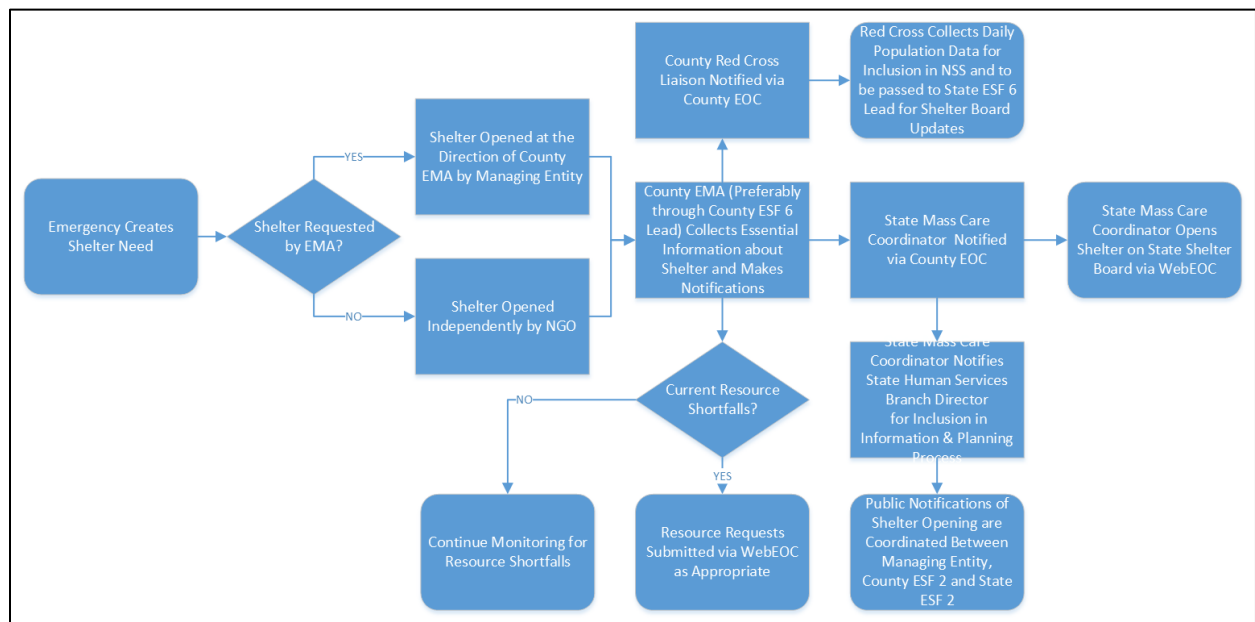


Figure 2: Opening Procedures for Activation Levels 3 & 4:

e. Operation of Shelters. Standard operating procedures of the Managing Entity will be the guiding principle for each shelter.

The following standard reporting will occur for each open shelter:

(See Table 1 for a description of activation levels.)

Activation Level Tiers 1 and 2	Activation Level Tiers 3 and 4
Follow managing entity SOP and/or county Sheltering Support Plan for standard reporting at each open shelter.	Each open shelter will report to the local ESF #6 Coordinator or State Mass Care Coordinator the following information daily: <ul style="list-style-type: none"> • Noon count: Reported no later than 2:00 p.m.

	<ul style="list-style-type: none"> Midnight Count: Reported no later than 6:00 a.m.
	<p>Within 72 hours of the shelter opening, the following demographic information should accompany the midnight counts:</p> <ul style="list-style-type: none"> The age range of all clients. State of residency.
	<p>Within 96 hours of shelter opening, or when requested, the following information will be gathered on each shelter resident for a Special Demographic Report submitted daily to the local ESF #6 Coordinator or State Mass Care Coordinator.</p> <ul style="list-style-type: none"> Age Gender County Home of Record Veteran status

Any ongoing resource needs will continue to be requested through WebEOC and resourced through the ESF #6 support agencies. While each managing entity will follow its staffing and material resources requirements based on shelter phases, the following graph reflects the minimum requirements for shelters in Mississippi by phase of the sheltering operation.

Minimum Service Standards for Shelters			
	Emergency Evacuation Shelter	Standard Short-Term Shelter	Long-Term Shelter (Beyond 2 Weeks)
Facility	Safe building outside of hazard zone	Safe building outside of hazard zone	Safe building outside of hazard zone
Staff	At least two staff members are on-site at all times.		
Cots/Blankets	Not required	All residents	All residents
Pillows	Not required	As available	1 per resident

Minimum Service Standards for Shelters			
	Emergency Evacuation Shelter	Standard Short-Term Shelter	Long-Term Shelter (Beyond 2 Weeks)
Feeding*	Water (bottled or fountain)	Snacks, meals & water	Snacks, water & at least one hot meal daily
Hygiene Items	As resources allow	All residents	All residents
Toilets/Portalettes	At least one toilet	One toilet per 40 people	One toilet per 20 people
Access to Showers/Towels	Not required	Access to showers (offsite showers allowable)	On-site showers (1 shower per 25 people)
Laundry	Not required	Initial Laundry Service Within five days	Regular Laundry Service at least once per week
Health Services	Required	Required	Required
Accessibility*	At least one accessible entrance, one accessible restroom & key areas of the shelter able to be made accessible	At least one accessible entrance, one accessible restroom, one accessible shower & key shelter areas should be made accessible.	Meets ADA requirements

* Culturally & medically appropriate meals and dormitory arrangements should always be considered

Supporting Organizations by Type of Resource

Entity	Facility	Shelter Management	Material Supplies	Feeding	Water	Health	Security	Trained Staff	Support Staff	Communications	Functional Need Support Services	Emotional and Spiritual Need Support	Child-Friendly Spaces
MEMA				X	X					X	X		
County EM	X	X					X		X				
MDHS								X	X				
American Red Cross		X	X	X	X	X	X	X	X	X	X	X	
MDAC	X												
Salvation Army				X								X	
MSDH						X							
MDPS							X						
MDE*	X						X		X				
IHL	X			X							X		
MCCB	X			X									
MMD/MSNG	X												
MDMH												X	
MSU-ES						X			X				X
M CVS									X				
MSVOAD				X					X				
MDRS											X		
DOM									X				
FEMA*	X	X	X	X	X	X	X	X	X	X	X	X	X
USDA*				X	X				X				

*Requires at least 48 hours' notice and a State or Federal Declaration.

f. Closing the shelter operation. The County Emergency manager will continue to collaborate with the managing entity of each open shelter to identify triggers that indicate the shelter should begin the closing process. While many indicators can be used to determine when a shelter should plan to close, some of the primary triggers include:

- (1) The event has ended.
- (2) Steady and consistent decline in the shelter population.
- (3) Primary infrastructure has returned to a sustainable level.
- (4) Organizations supporting recovery efforts are present and providing recovery services.
- (5) Short-term housing options are available.

Once the local Emergency manager and the managing entity agree on a time frame for closing the shelter, notification should be sent to each shelter resident, allowing shelter residents to finalize alternative plans. Before the shelter closes, shelter residents should be allowed to access community services and resources that will assist them in transitioning to either 1) better temporary housing or 2) permanent housing.

(See Table 1 for a description of activation levels.)

Activation Level Tiers 1 and 2	Activation Level Tiers 3 and 4
Standard operating procedures of the Managing Entity will be the guiding principle for each shelter.	Each managing entity will follow its internal standard operating procedures regarding closing procedures for individual shelters. Additionally, the County Emergency Manager will ensure notification of the planned closing date and time is provided to the State Mass Care Coordinator for the update to the Shelter Board and notification to all other ESFs as necessary.
Public notification should be coordinated between the County Emergency Manager and the Managing Entity.	
Demobilization of human and material resources will be coordinated at the county	

Shelter Support Annex to MS CEMP

Activation Level Tiers 1 and 2	Activation Level Tiers 3 and 4
level between the County Emergency Manager and the Managing Entity.	

At the designated closing time of the shelter, the managing entity should ensure the facility is returned to pre-shelter conditions, including removing all supplies and resources brought into the facility for the shelter. Standard operating procedures of the Managing Entity will be the guiding principle for each shelter regarding the logistics of returning all material and human resources acquired during the shelter's operation. Any requests for assistance should be coordinated through the State Mass Care Coordinator. Representatives from the Managing Entity and the Facility owner should complete a walk-through of the facility to determine any follow-up actions that may need to be addressed.

Once all shelter facilities are closed and the shelter operation phase has ended for a specific event, the State Mass Care Coordinator will produce a final brief available to all ESF 6 partners.

Entity/Agency	Action
<p>State Mass Care Coordinator</p>	<ul style="list-style-type: none"> • Plan and coordinate yearly Statewide Shelter Exercise • Ensure revisions to this plan are documented at least annually. • Ensure data in the State Shelter Board is up-to-date. • Maintain regular communication and coordination with the Human Services Branch Director. • Assist with the coordination of training for all partners as required. • Conduct State Mass Care Coordination calls during active events. • Ensure the ESF #6 desk at SEOC is staffed during active events. • Prepare and distribute the final shelter brief for all partners after each event. • Satisfy all reporting requirements.
<p>Mississippi Department of Human Services</p>	<ul style="list-style-type: none"> • Ensure county staff is trained and ready to support as shelter workers. • Participate in the annual Statewide Shelter Exercise. • Provide staff for ARC and/or county-managed shelters during active events.

Entity/Agency	Action
MDHS cont.	<ul style="list-style-type: none"> • Convene annual county ESF #6 meetings with key county ESF 6 stakeholders. • Update data collection tool to reflect county mass care data/planning changes. • Communicate and coordinate with county ESF #6 lead regularly. • Communicate and coordinate with the State Mass Care Coordinator regularly.
American Red Cross	<ul style="list-style-type: none"> • Provide training to all partners as appropriate. • Participate in annual Statewide Shelter Exercise; assist with planning as requested. • Participate in bi-annual county ESF #6 meetings • Work with local partners to identify and record facilities intended to be used as shelters. • Coordinate with county Emergency Managers to open shelters as necessary • Attend State Mass Care Coordination calls during active events. • Provide staff to support ARC-managed shelters during active events. • Ensure support of County and State EOCs as necessary/requested. • Coordinate with county and/or state ESF #6 to ensure all shelters are fully resourced. • Communicate with county ESF #6 lead regularly. • Communicate with the State Mass Care coordinator regularly.
County Emergency Management Agency	<ul style="list-style-type: none"> • Ensure county staff is trained in sheltering. • Participate in the annual Statewide Shelter Exercise. • Participate in bi-annual county ESF #6 meetings. • Work with local partners to identify and record facilities intended to be used as shelters. • Coordinate with ARC/managing entities to open shelters as necessary. • Provide/secure staff to support county-managed shelters during active events.

Entity/Agency	Action
County EMA cont.	<ul style="list-style-type: none"> • Coordinate with county and/or state ESF #6 to ensure all shelters are fully resourced. • Communicate with county ESF #6 lead regularly.
Mississippi Emergency Management Agency	<ul style="list-style-type: none"> • Participate in the annual Statewide Shelter Exercise. • Support plan revisions annually. • Maintain and support the WebEOC State Shelter Board • Maintain regular communication with the State Mass Care Coordinator. • Assist with the coordination of training for all partners. • Participate in the State Mass Care Coordination call during active events. • Support the ESF #6 desk at SEOC. • Work with stakeholders to identify and record facilities intended to be used as shelters. • Coordinate with MDHS, ARC, support, and managing entities to open shelters as necessary. • Assist in providing staff, as necessary, to support county-managed shelters during active events. • Coordinate with county and/or state ESF #6 to ensure all shelters are fully resourced.
Salvation Army	<ul style="list-style-type: none"> • Participate in the annual Statewide Shelter Exercise. • Provide necessary information for annual county ESF #6 meetings as appropriate. • Attend State Mass Care Coordination calls during active events as appropriate. • Provide mass feeding operations in coordination with requests made by: <ul style="list-style-type: none"> ○ Local Emergency Managers ○ MEMA ○ Partner agencies (ARC, Baptist, etc.).
Mississippi Department of Agriculture and Commerce	<ul style="list-style-type: none"> • Determine shelter food needs and delivery methods with other ESF #6 support agencies and local officials. • Coordinate the acquisition of food donations to supplement food needs.

Entity/Agency	Action
MDAC cont.	<ul style="list-style-type: none"> • Monitor the mass feeding sites, soup kitchens, and pantries providing food to disaster victims and coordinate resource needs with other ESF #6 support agencies. • Provide personnel to staff mass feeding and/or shelter sites. • Provide facilities for mega shelters at the Mississippi State Fairgrounds during catastrophic events.
Mississippi State Department of Health	<ul style="list-style-type: none"> • Provide environmental inspections to non-congregate shelters. • Provide health-services support to non-congregate shelters in collaboration with the shelter managing entity.
Mississippi Department of Public Safety	<ul style="list-style-type: none"> • Coordinate for additional shelter security, as requested.
Mississippi Department of Education	<ul style="list-style-type: none"> • Coordinate with school districts to utilize public school facilities as emergency shelters for people affected by a disaster or emergency as feasible. • Coordinate with school districts to provide School Resource Officers with security details at schools used as emergency shelter sites.
Institutions of Higher Learning	<ul style="list-style-type: none"> • Participate in the annual Statewide Shelter Exercise. • Provide necessary information for annual county ESF #6 meetings as appropriate. • Coordinate with county and/or state ESF #6 to ensure all shelters are fully resourced. • Attend State Mass Care Coordination calls during active events as appropriate.
Mississippi Community College Board	<ul style="list-style-type: none"> • Participate in the annual Statewide Shelter Exercise. • Provide necessary information for annual county ESF #6 meetings as appropriate. • Coordinate with county and/or state ESF #6 to ensure all shelters are fully resourced. • Attend State Mass Care Coordination calls during active events as appropriate.

Entity/Agency	Action
<p>Mississippi Military Department/Mississippi National Guard</p>	<ul style="list-style-type: none"> • Provide transportation of additional equipment, supplies, and augmentation personnel to support evacuation to shelter sites. • Assist in the construction and/or rehabilitation of shelters. • Provide personnel and equipment to transport water and other life-sustaining resources. • Provide military facilities as shelters contingent on availability and use to support military operations.
<p>Mississippi Department of Mental Health</p>	<ul style="list-style-type: none"> • Provide personnel and resources such as crisis counseling as needed or requested to support shelter operations.
<p>Mississippi State University – Extension Services</p>	<ul style="list-style-type: none"> • Participate in the annual Statewide Shelter Exercise. • Attend State Mass Care Coordination calls during active events as appropriate. • Coordinate with county extension agents whose county facilities have been activated as shelters. • Assist with food safety assurance through serving safe certified instructors. • Assist with child-friendly spaces within the shelter environment.
<p>Mississippi Commission for Volunteer Services</p>	<ul style="list-style-type: none"> • Participate in the annual Statewide Shelter Exercise. • Provide necessary information for annual county ESF #6 meetings as appropriate. • Coordinate with county and/or state ESF #6 to ensure all shelters are fully resourced as needed • Attend State Mass Care Coordination calls during active events as appropriate.
<p>Mississippi Voluntary Organizations Active in Disaster</p>	<ul style="list-style-type: none"> • Participate in the annual Statewide Shelter Exercise. • Provide necessary information for annual county ESF #6 meetings as appropriate. • Coordinate with county and/or state ESF #6 to promote volunteer opportunities to support shelter operations. • Attend State Mass Care Coordination calls during active events as appropriate.

Entity/Agency	Action
<p>Mississippi Department of Rehabilitation Services</p>	<ul style="list-style-type: none"> • Assist in conducting general population shelter assessments for accessibility for people with disabilities, limited to 12 assessments per calendar year, as coordinated with ESF #6. • Assist in providing or coordinating American Sign Language (ASL) interpreter services for general population shelters. • Provide wheelchair-accessible vans for evacuating people with disabilities affected by mandatory evacuations or post-disaster evacuations during catastrophic events. • Provide clients affected by disasters with emergency information (Evacuation information, general population shelters, medical shelters, Disaster Recovery Centers (DRC), etc.).
<p>Mississippi Division of Medicaid</p>	<ul style="list-style-type: none"> • Participate in the annual Statewide Shelter Exercise. • Provide necessary information for annual county ESF #6 meetings as appropriate. • Coordinate with county and/or state ESF #6 to ensure all shelters are fully resourced. • Attend State Mass Care Coordination calls during active events as appropriate.
<p>United States Department of Agriculture</p>	<ul style="list-style-type: none"> • Provide food commodities in support of feeding operations.
<p>All ESF #6 partners and supporting agencies</p>	<ul style="list-style-type: none"> • Participate in the annual Statewide Shelter Exercise. • Provide necessary information for annual county ESF #6 meetings as appropriate. • Coordinate with county and/or state ESF #6 to ensure all shelters are fully resourced. • Attend State Mass Care Coordination calls during active events as appropriate.

8. AUTHORITIES AND REFERENCES.

a. Authorities.

- (1) Robert T. Stafford Disaster Relief and Emergency Assistance Act; amended the Disaster Relief Act of 1974, PL 93-288.
https://www.fema.gov/sites/default/files/2020-03/stafford-act_2019.pdf
- (2) MS Code, Ann. Â§ 33-15(1972): Mississippi Emergency Management Act of 1995, Title 33-15, et al. [Successor to Mississippi Emergency Management Law of 1980]
<https://law.justia.com/codes/mississippi/2019/title-33/chapter-15/>

b. References.

- (1) National Incident Management System, Third Edition, October 2017
<https://www.fema.gov/media-library/assets/documents/148019>
- (2) National Preparedness System, November 2011
<https://www.fema.gov/emergency-managers/national-preparedness/system>
- (3) National Response Framework, Fourth Edition, October 2019
<https://www.fema.gov/media-library/assets/documents/117791>
- (4) National Mass Care Strategy, Sheltering
<https://nationalmasscarestrategy.org/nmcs-resource-center/nmcs-sheltering/>
- (5) Mississippi Comprehensive Emergency Management Plan (CEMP), November 2021
<https://msmema.sharepoint.com/Shared%20Documents/MEMA%20Downloads/Comprehensive%20Emergency%20Management%20Plan%20-%202022/2022%20CEMP%20-%20Complete.pdf>
- (6) MEMA Response Framework, March 2021
<https://msmema.sharepoint.com/Shared%20Documents/MEMA%20Downloads/MEMA%20Publications/MEMA%20Response%20Framework%20-%20MAR'21.pdf>
- (7) American Red Cross Sheltering Handbook, Disaster Services, May 2012
<https://crcog.org/wp-content/uploads/2017/12/American-Red-Cross-Sheltering-Handbook.pdf>

9. PLAN DEVELOPMENT AND MAINTENANCE. MDHS is responsible for maintaining a comprehensive shelter support program. MEMA, with MDHS, is responsible for coordination with the federal government's efforts, with other departments and agencies of state government, county, municipal governments, non-profit organizations, and private agencies that have a role in shelter operations.

a. Annex and Plan Development. The Mississippi Multi-Agency Shelter Support Plan (MASSP), the basis for this Incident Annex, is produced and managed by MDHS. This plan was developed based on federal guidance provided through NIMS, NRF, CPG-101, Version 2.0, the Integrated Preparedness Planning process, Presidential Policy Directive – 8 (PPD/8), the Homeland Security National Preparedness Goal, The Stafford Act, and the Post-Katrina Emergency Management Reform Act (PKEMRA).

b. Annex Maintenance. This Annex will be continuously reviewed and exercised on an annual basis to evaluate the ability of the state and its political subdivisions to respond to sheltering requirements and support local emergency management agencies. Exercises will be coordinated with local and federal governments to the extent possible. Directors of primary state agencies are responsible for maintaining Standard Operating Guidelines (SOGs), SOPs, checklists, internal plans, and resource data to ensure a prompt and effective response to a disaster supporting this plan.

This Annex will be updated every two years, or as necessary, to incorporate new presidential or state directives, legislative changes, and procedural changes based on lessons learned from exercises and actual incidents. A re-write of this Annex will be completed every four (4) years.

MDHS coordinates updates, modifications, and changes to the plan. Such recommendations should be forwarded to MDHS through official correspondence or initiated at periodic Shelter Meetings. Heads of state agencies with ESF coordinator responsibility will periodically provide information regarding changes with available resources, personnel, and operating procedures.

This Annex applies to all state agencies, state boards, state commissions, and state departments assigned emergency responsibilities and to all elements of local government in accordance with current law and Executive Orders (EOs).